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ABSTRACT

The results of research conducted by the 1977 Task Force on Minorities in Public Broadcasting are reported in this document. The task force, consisting of a group of 28 individuals of various ethnic backgrounds, was assembled by the Corporation for Public Broadcasting to determine the success of public broadcasting in meeting the informational and educational needs and interests of Blacks, Asians, Latinos, and Native Americans. The report contains a statement of key findings and key recommendations, as well as research findings on the effects on minorities of the following factors: public broadcast policies, employment patterns, career development programs, minority programing, and minority access. Audience research is also discussed. Research results indicate the following: national minority public broadcast programing is seriously deficient, minority programing being disproportionately scarce; and the scarcity of minority programs is directly attributable to the insufficient number of minority persons employed in public broadcasting, controlling stations with public broadcast licenses, or having access to traditional sources of funding support. (DF)

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A FORMULA FOR CHANGE

The Report of the Task Force on Minorities in Public Broadcasting

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November 1978

The findings, conclusions and recommendations contained in this Report were arrived at by an independent Task Force convened and funded by the Corporation for Public Broadcasting. Reproduction costs of the Report were funded by the Corporation. The entire contents of the Report is the product of the Task Force and do not necessarily reflect the views of the Corporation.

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Board members, officials, and staff members of CPB, PBS and NPR;

The staff of the CPB Human Resources Development Department, who contributed invaluable support to the completion of this report;

Station managers who disseminated the employee questionnaires and responded to the management questionnaire;

Local station employees who responded to the employment questionnaire;

Special consultants who assisted the Task Force in conducting the study;

Participants of the public forums conducted by the Minority Task Force; and

A special word of thanks to Ms. Yvonne Price, who suggested the title *A Formula for Change*, for this report.

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PREFACE

In January 1977, the Human Resources Development Committee of the Board of Directors of the Corporation for Public Broadcasting (CPB) endorsed the formulation of the Task Force on Minorities in Public Broadcasting. The purpose of the Task Force was "to assist the CPB Board of Directors in the development of policies that will maximize the growth, development, employment, and participation of minorities in all aspects of public broadcasting."

This document, *A Formula for Change*, is the result of 18 months of deliberations by the Minority Task Force in direct response to that charge. The report establishes a precedent. It represents the first time a diversity of minority Americans have come to a consensus about the barriers to their full participation in public broadcasting and have attempted collectively to identify ways by which to overcome them.

As Chairperson of the Minority Task Force, I am forwarding this report to the Human Resources Development Committee of the CPB Board of Directors. However, because of the significance of the findings and recommendations contained here, I hope that the report also will reach a much larger audience. Additionally, I hope that this document will provide the impetus necessary to encourage the entire public broadcasting industry to fulfill its obligations to its many publics, particularly its minority publics. It is toward this end that the members of the Minority Task Force have labored diligently. I am particularly grateful for their continued commitment to this monumental effort.

I would also like to extend my appreciation to those persons who participated in the initial Task Force meetings and provided informed discussion on special topics: CPB President Henry Loomis; PBS President Larry Grossman; Thaddeus Garrett, former CPB Vice President for Human Resources Development; Ralph Rogers, former Chairperson of the PBS Board; Donald Santarelli, Chairperson of the CPB Board's Programming Committee; Don Quayle, former CPB Senior Vice President for Broadcast Activities; and Mary Anna Dunn, Program Administrator in CPB's Management Information Systems Department.

Sincerely,

Gloria L. Anderson, Ph.D.
Chairperson, Minority Task Force
Chairman, Human Resources
Development Committee,
CPB Board of Directors
Vice Chairman, CPB Board of Directors

LETTER OF TRANSMITTAL

Task Force on Minorities in Public Broadcasting
Washington, D.C.
November 1978

Human Resources
Development Committee
CPB Board of Directors

The Task Force on Minorities in Public Broadcasting presents this report to the CPB Board of Directors' Human Resources Development Committee pursuant to its 18-month-long deliberations on the status of minorities in public broadcasting in the United States. Specifically, this report is intended to provide you, public broadcasting officials and employees, and the American public with a perspective of the industry as it affects the lives of this nation's minority citizens.

This report, *A Formula For Change*, is one of a series of reports on the problems and progress of public broadcasting in addressing the particular needs of women and racial/ethnic minorities. In May 1974, the Advisory Panel on Essentials for Effective Minority Programming submitted to you its report, as did the Task Force on Women in Public Broadcasting in October 1975.

Each report examines the policy decisions, practices, and trends of the three national organizations (CPB, NPR and PBS) which provide the primary leadership for public television and radio. Collectively, they comprise the core of public broadcasting. These reviews have focused on substantive issues, including the extent to which minorities and women are employed at all levels of public broadcasting and are integrated into its policy-making operations, and the visibility and image of women and minorities in all public broadcast programming.

After analyzing their respective findings, the two earlier CPB-commissioned advisory panels proposed diverse recommendations to the CPB Board of Directors to eliminate the adverse effects of such situations as the under-representation of minorities and women in the industry, stereotyped portrayals of these groups in public broadcast programming, and the lack of quality programming directed toward meeting the diverse needs and interests of minorities and women.

In carrying out a myriad of tasks and activities relative to its mandate, the Minority Task Force increasingly became aware of the fact that many, if not most, of the substantive recommendations of the two aforementioned advisory panels have not been implemented. If the industry is to carry out its purpose as stated by Congress and respond to the recommendations of the 1967 Carnegie Commission report, then a commitment to constructive action and follow-up is imperative. Without such a commitment, public broadcasting cannot be considered seriously as a real and viable alternative to commercial broadcasting.

This report has been prepared in the spirit of the earlier advisory panel reports and in keeping with the specific mandate this Task Force received from the Human Resources Development Committee of the CPB Board of Directors in January 1977. It is hoped that the American public will find this report helpful in understanding how the public broadcasting industry operates and in moving it closer to its intended purpose.

Sincerely,

Members of the Task Force on
Minorities in Public Broadcasting

EXECUTIVE SUMMARY

In 1967, the Congress of the United States passed the Public Broadcasting Act, amending the Communications Act of 1934. It was the Public Broadcasting Act which led to the creation of the Corporation for Public Broadcasting (CPB), and authorized public subsidy for the development and expansion of a system that was then widely referred to as "educational broadcasting."

Ten years later, in 1977, 28 multi-ethnic members of a CPB-sponsored Task Force on Minorities in Public Broadcasting set out to determine how well that system—by then known as public broadcasting—has met and is meeting the informational and educational needs and interests of Blacks, Asians, Latinos and Native American citizens.

After 18 months of study and 11 years after the taxpayer subsidy began, the Task Force must conclude that the public broadcast system is asleep at the transmitter.

Programming is the product. The bottom line is that national minority programming (that is, programming which is by and about minorities) is seriously deficient. The burial site of research and development (R&D) grants is disproportionately filled with scripts for minority programs that, according to the CPB Television Activities Department staff, "just were not good enough."

During the past two years, CPB has funded 27 minority R&D grants, and nine minority pilots. Production of one minority series—*Were You There?*—is finally under way after a four-year dispute. This is despite the fact that the project received strong support from the CPB Board of Directors.

Since its inception in 1974, the Public Broadcasting Service's (PBS) Station Program Cooperative (SPC) has had 811 program offerings submitted for funding by local public television stations. Of this number, 87 (or 10 per cent) were minority (multi-cultural) programs. Only 18 (or 7 per cent) of the 147 programs finally selected through the SPC for carriage on PBS were minority programs. At the present time, only one SPC-funded minority program series—*Black Perspective on the News*—is carried by public television, and that show was purchased by only 77 of a possible 276 stations. A "typical" episode of this program is carried by less than half (46.5 per cent) of the public television stations, according to the February 1, 1978 PBS Station Carriage Report.

National Public Radio's (NPR) track record with respect to minority programming is just as appalling as that of PBS. In fiscal year 1975, NPR distributed 61.4 hours of original minority program hours, the production costs of which were approximately $65,098—or only 4.2 per cent of the total NPR programming budget for that year. Two years later, in fiscal year 1977, only 70 hours of the 1,500.6 hours of programming distributed by NPR (4.7 per cent) were devoted to programs by or about racial and ethnic minorities.

The scarcity of minority programs can be attributed directly to the insufficient number of minorities employed in public broadcasting, particularly in decision-making positions.

It is reported that 51 per cent (or 94 of 184) of the public radio licensees and 16 per cent (26 of 160) of the public television licensees have *no* minority employees. A review of the licensees' top three job categories (officials, managers and professionals) shows that 59 per cent (or 108) of the 184 public radio licensees and 33 per cent (52) of the 160 public television licensees have *no* minority staff at these levels. Additionally, few public broadcast licensees have the representation of minorities that might reasonably be expected if there were effective enforcement of the various non-discrimination laws that apply to public broadcasting.

Only one of the 15 primary decision-makers* in the three national public broadcast organizations—CPB, NPR and PBS—is a minority. This one minority is the General Counsel at NPR. The situation is similar at the local station level. Only 16 of 583 total key decision-makers (for example, General Manager or Station Manager) in public television stations (2.7 per cent) are minorities. Eighteen of 328 total key decision-makers in public radio stations (5.5 per cent) are minorities. In contrast, minorities comprise 42.7 per cent (59 of 138) of the persons holding office/clerical positions at the three national organizations, and 26.2 per cent (437 of 1,662) of those in such positions at the local stations.

The record also indicates that few minorities are employed in public broadcast programming decision-making positions. For example, of the 26 major programming decision-makers (officials and managers) at NPR, PBS, and in CPB's Television and Radio Activities Departments, only one (at NPR) is a minority. In contrast, minorities are over-represented in the office/clerical job categories in the programming

---

* Primary decision-makers are defined here as persons holding such positions as President, Executive/Senior Vice President, Chief Financial Officer, Chief Programming Officer and General Counsel.

departments of the three national organizations. Minorities represent 40 per cent (10 of 25) of the persons holding positions in this category at the national level. Of the 124 public television program managers and the 81 public radio program managers only one (.8 per cent) and five (6 per cent), respectively, are minority group members.

Frequently, public broadcast managers declare that there are few or no experienced minorities who could assume jobs, particularly decision-making jobs, in the industry. Just as frequently, these managers believe that training programs are the only means by which minorities can or should enter the industry. Reality indicates, however, that these are lame excuses which have too often and too long been thrust upon minority workers. There are not only experienced minorities already working in the public broadcasting industry who are prime candidates for decision-making jobs, but also experienced minorities in related fields who could readily enter the industry—if they were given an opportunity to do so.

Added to this lack of minority participation in public broadcasting is the fact that there are few minority-controlled public broadcast stations in the United States. Only 18 of the 471 stations (195 radio and 276 television) are controlled by minorities. Eleven of these 18 minority-controlled public broadcast stations (four radio and seven television) are located outside the continental United States (for example, Alaska, Guam, Hawaii, Puerto Rico and the Virgin Islands). This means that only six of the 10 minority-controlled public radio stations and only one of the eight minority controlled public television stations are located within the continental United States. The lone minority-controlled public television station located in the continental United States is WETV-TV, licensed to the Atlanta, Georgia, School District, which currently has a Black majority on its board of education.

To complete what appears to be a vicious cycle designed to exclude minorities from public broadcasting is the fact that prospective minority licensees, as well as minorities already operating public broadcast stations, encounter numerous difficulties in obtaining funds from the traditional sources of broadcast station support. For example, the U.S. Department of Health, Education, and Welfare's Educational Broadcasting Facilities Program, which awards grants for the start-up, continued expansion and improvement of public broadcast stations, awarded $118.24 million to local stations between 1963 and 1976. Of this amount, less than $2.8 million (.7 per cent) was awarded to minority-controlled public broadcast stations.

The informational, cultural and educational benefits and opportunities which should flow from the taxpayer-supported public broadcasting system are so slight as to be insignificant insofar as minorities are concerned. An appropriate analogy as regards minorities in public broadcasting is that they are still being sent to the back of the bus. They are still drinking from segregated water fountains. They are still nonentities.

The findings in this report would suggest that any serious Asian, Latino, Native American, or Black actors, managers, producers, directors, and writers interested in making a career in public broadcasting would be well advised to keep their rent low!

The scenario would not be so dismal for minorities, however, if the public broadcast industry were alone in negating the minority presence and the positive aspects of the lives and cultures of the diverse racial and ethnic minorities in America. However, finding no place set for them at the commercial broadcasting table, minorities have discovered that they must look further than public broadcasting to find a place at all.

The ills which plague public broadcasting in particular, and the media in general, mirror those confronting the larger society.

Over the years, this nation has sought to remedy—sometimes boldly, sometimes haphazardly—the plight of its minority citizens. Yet, the fact remains. Native Americans, Latinos, Asian and Black Americans are still regarded as second-class citizens, regardless of the fact that scores of minorities may manage somehow to slip through the screens of opportunity and achieve some modicum of success.

National polls repeatedly indicate that the majority population believes the federal government has done enough to help minorities catch up. As a result, white Americans no longer are pricked by conscience to implore their government to do more. And the cause of civil rights for minority Americans has long since ceased to be a newsworthy event. The current recession, coupled with an inflationary spiral, pits minorities and non-minorities against one another as never before. While non-minorities attempt to hold fast to what they have always had by birthright, minorities are still living in the shadow of that life, rather than in the substance.

What will tomorrow bring?

Heretofore, we have begun, continued and hesitated. We have progressed. We have failed. We must now accept the tasks still ahead, and we must begin anew. We must begin anew our hope for a better and brighter tomorrow. And, we must begin anew our struggle in search of that tomorrow—uncertain though it may be. Without hope for the future, we cannot begin to contemplate and act on our realizable dreams. Just as racial prejudice and discrimination have long permeated the ranks of American society, so too have apathy, cynicism, inaction and insensitivity taken their toll on many of this nation's citizens—minority and non-minority alike.

Often, those who have "made it" in society become too complacent or comfortable in their positions and with themselves. They cater to the bootstrap theory and adopt the attitude that, "I made it through hard

work and perserverance. Why can't "they" do the same?"

Sitting aloft in our remote ivory towers, some of us falsely believe that we are able to remove ourselves from "their" problems of unemployment, unequal education, poor housing and inadequate health care. Submerged in a spurious sense of security, we feel ourselves incapable of being affected—either positively or negatively—by these "other people's" problems, by these "other people's" dreams, hopes and aspirations.

Many persons attribute the current suspension of progress among minorities to the loss of leaders who were able to appeal to the moral conscience of America. Without question, the loss of these leaders has had its adverse effects. But, then, so have confusion and what Carl Rowan has referred to as "a timid willingness...to embrace disillusionment."

We are now in a period when protest, like conscience, is in short supply. The era of Camelot has come to an end. It is a new day. Those who linger on the scene quietly wait for and anticipate the coming of another Messiah. However, like the two paupers waiting for Godot, the Messiah may not come.

If not now, when?

Minorities in this country need to form a multi-ethnic version of "Black Protest." They must build coalitions not based on conscience necessarily, but around mutual needs, interests and problems. They must develop new resolve in order to regain the momentum and the progress of the 1960's. The politics of protest must be transformed into constructive action. Minorities themselves must make their own place in public broadcasting, just as they must make their own place in the larger society.

This Task Force is an example of the types of coalitions the diversity of racial and ethnic minorities in this country can develop to identify and seek to resolve mutual problems collectively, rather than in isolation. The responsibilities of the Task Force members do not end there, however, Each member has committed himself or herself to the tasks still ahead. That responsibility requires each Task Force member to share this report with friends, neighbors and colleagues and to develop strategies to insure that minorities can and do make their own place at the public broadcasting table. The findings and recommendations which follow should help to achieve that goal.

A SUMMARY OF THE KEY FINDINGS OF THE TASK FORCE STUDY

POLICY

1. The first "Carnegie Commission I," in its 1967 recommendations, failed to refer specifically to the responsibility of public broadcasting to address the needs of minorities. Those recommendations subsequently served as the basis for designing the current public broadcast structure. Similarly, the Congress of the United States neglected to make specific reference to the concerns, needs and interests of minorities in writing the Public Broadcasting Act of 1967.

2. Few minorities serve as members of the Boards of Directors of the three national public broadcasting organizations. At present, three of the 15 CPB Board members (20 per cent) are minorities, while three of the 25 NPR Board members (12 per cent) and four of the 52 PBS Board members (8 per cent) are minorities.

3. The lowest level of minority participation on public radio and television station boards was found among stations licensed to universities—6.4 per cent (56 of 869) persons and 8.1 per cent (45 of 554 persons)—respectively.

4. The highest level of minority participation on public television and radio station boards was found among local licensees (for example, stations licensed to school districts or boards of education)—16.5 per cent (22 of 113 persons) and 14.4 per cent (29 of 119 persons)—respectively.

5. Public radio and television station boards whose members are a combination of governmental (for example, state, county, city or school district) appointees and other selectees have the least minority representation—4 per cent (or 2 of 41 persons) and 6 per cent (16 of 229 persons), respectively.

6. From its inception in 1967 until 1973, CPB had no clearly-defined policies relating to minorities. Since 1973, there have been at least 22 policy resolutions passed by the CPB Board of Directors relating to minorities and/or women in public broadcasting.

7. The recommendations of the Advisory Panel on Essentials for Effective Minority Programming and the Task Force on Women in Public Broadcasting have not been implemented to any appreciable degree by CPB management.

8. The lack of implementation of previous CPB advisory panel recommendations has been due, in part, to the fact that the CPB Board of Directors has not fully exercised its powers of oversight and review. This shortcoming has precluded a greater probability of CPB accountability for compliance and responsiveness. Despite this fact, CPB has attempted to do more than either NPR or PBS to improve the status of minorities in public broadcasting.

9. Current plans for the satellite interconnection, a new means of distributing public radio and television programs to local stations, do not provide for minority access to the public broadcast system.

10. Confusion about equal employment opportunity (EEO) enforcement and compliance abounds in the public broadcast industry. As a result, there has been limited constructive action by local and national public broadcast entities to comply with applicable nondiscrimination and EEO laws.

EMPLOYMENT

11. Of the 10,865 full-time public broadcast employees, 1,539 (14.1 per cent) are minorities. Minorities represent 14 per cent (1,178 of 8,486) of the public television employees; 13 per cent (233 of 1,855) of the public radio employees; and 24 per cent (128 of 524) of the national public broadcast organizations' employees.

12. The current Federal Communications Commission (FCC) Form 395 employment reporting system—which is used by CPB, NPR and PBS—is inadequate and results in data which are misleading. By reporting only job categories (for example, officials and managers, professionals, technicals and clerical), the form provides little indication as to the specific job titles and, more important, the job responsibilities of employees within the aforementioned categories.

13. Many CPB reports submitted to Congress and other governmental bodies present industry employment data, particularly those data pertaining to minority employment levels, in total percentages without also presenting numerical data or departmental designations. This reporting method distorts the actual representation of minorities at various employment levels.

14. Although minority and non-minority male public broadcasting employees responding to a Task Force questionnaire had approximately equal job classifications (for example, professional jobs), the salary range for the latter group was significantly higher. While non-minority males earned approximately $15,000 to $17,000 annually, minority males earned about $13,000 to $15,000 per-year.

15. Compared to other public broadcast employees, minority females had the lowest salary levels—approximately $7,000 to $9,000 annually—according to responses to a Task Force employment questionnaire.

JOB TRAINING PROGRAMS

16. Station-based training programs are more accessible and more widely utilized than are CPB-sponsored training programs, according to 62 public broadcast station managers (40 television and 22 radio) responding to a Task Force questionnaire. Nearly 72.6 per cent (45) of the 62 stations included in this study have staff training programs. Of this number, 48.4 per cent (30) have their own staff training programs, 41.9 per cent (26) have CPB minority training programs, and 29 per cent (18) have CPB women's training programs. Only 4.8 per cent (3) have foundation-funded training programs.

17. All CPB-sponsored training programs (minority, women's and in-service) were rated more highly by local station employees responding to a Task Force questionnaire than were station-based training programs. Of the 2,025 employees responding, 32.4 per cent (656) acknowledged that CPB women's training programs were helpful, with 31.5 per cent (638) rating CPB minority training programs helpful. CPB in-service training programs were rated helpful by 29.6 per cent (599) of all employees responding. Station-based programs were rated helpful by 25.7 per cent (506) of the employees responding.

18. Of every three training grant proposals CPB receives from the stations, two are considered to have merit by the review committee, but only one can be funded.

19. Station managers responding to a Task Force questionnaire indicated that they believe minority training programs have a positive effect on the career development of minorities. Forty of the 62 managers (66.7 per cent) said such programs have a "somewhat positive" to "very positive" effect, while only four (6.7 per cent) said they have "little or no effect."

20. Minorities and women, particularly minority women, are less likely to participate in technical training than are non-minority males. Approximately 26 per cent of the minorities (12 of 46 persons) responding to a Task Force questionnaire and 11 per cent of the minority females (2 of 18 persons) had participated in technical training, while 45 per cent of the non-minority females (9 of 42) participating in training had done so.

21. Of the 69 former trainees responding to the CPB Minority Training Grant evaluation questionnaire, 39 had completed their training programs. Of these 39 trainees, 14 (36 per cent) were female and 25 (64 per cent) were male.

22. About 78 per cent (54) of the 69 former CPB Minority Training Grant trainees responding to the Task Force questionnaire are currently working full-time in broadcasting or broadcast-related jobs. Of the 38 persons working in broadcasting, 30 are working in public broadcasting.

23. Approximately 80 per cent of the former trainees working in public broadcasting (24 of 30) are working at the station at which they were trained.

24. The knowledge and the experience of the Task Force members clearly show that most minority persons working in, and/or desiring to enter, public broadcasting do not have adequate information about the industry. This fact is substantiated by repeated testimony during the four national public forums conducted by the Task Force. This finding does not preclude the fact that there are experienced minorities in related fields who could enter public broadcast positions, whether as permanent employees or as training grantees.

PROGRAMMING

25. The "typical" minority program is carried by 26.8 per cent of the public television stations.

26. In fiscal year 1977, minority series constituted 9.4 per cent of the total television series funded by CPB ($553,624 of $5,873,040).

27. The budget for specialized audience programming represented 6.4 per cent of the planned NPR programming budget for fiscal year 1977 ($171,158 of the $2,668,000 total program division budget less Engineering). In that same year, only 3.1 per cent of the budget was actually allocated for specialized audience programming ($86,833 of $2,769,693).

28. About 48.6 per cent of the 40 public television station managers responding to the Task Force management questionnaire said they each spend less than $5,000 annually for national minority programming.

29. Of the 22 public radio station managers responding to the Task Force management questionnaire, 47.4 per cent (9) indicated that they each spend less than $1,000-per-year for national minority programming.

30. Only 71.5 hours (4.63 per cent) of the 1,543 hours of public radio programming broadcast by the 12 NPR affiliates during the Task Force survey week were minority programs.

31. The bulk of minority programming broadcast by the 12 NPR affiliates during the survey week (23 hours) was music. This represented 32 per cent of the 71.5 hours of minority programming broadcast by the 12 public radio stations during the Task Force survey week.

32. The smallest percentage of minority programs broadcast by the 12 public radio stations during the survey week occurred in the public affairs category—9.5 hours (13.2 per cent).

33. Of the 40 public television station managers responding to the Task Force management questionnaire, 79.5 per cent (32) indicated that there are no monies specifically earmarked for promoting local minority programs.

34. Approximately 86.4 per cent (19) of the 22 public radio station managers responding to the Task Force management questionnaire said there are no funds specifically earmarked for promoting local minority programs.

35. About 17.5 per cent (7) of the public television station managers and 31.8 per cent (7) of the public radio station managers responding to the Task Force management questionnaire indicated that they do not promote general audience programming among minorities.

36. The CPB Television Activities Department does not have a written review process for evaluating public television proposals based on specific, predefined criteria.

MINORITY CONTROL

37. One-half (four) of the minority-controlled public television stations (KGTF in Guam, WETV in Atlanta, and KHET and KMEB in Hawaii) have chief executive officers who are not minority group members.

38. Two of the 10 minority-controlled public radio stations (KOTZ in Alaska and KTDB in New Mexico) have chief executive officers who are non-minorities.

39. One-fifth (two) of the 10 minority-controlled public radio stations (KOTZ in Alaska and WABE in Atlanta) have chief programming officers who are non-minorities.

40. In passing a resolution on September 14, 1977, "Increasing Minority or Predominately Minority-Controlled Radio and Television Licensees," the CPB Board of Directors failed to specifically earmark funds for any of the activities suggested.

41. The formula by which CPB awards "incentive" grants to public television licensees—according to the station's percentage of non-federal financial support (NFFS) in relation to total industry NFFS money—adversely impacts upon stations lacking a firm and broad base of financial support (for example, minority-controlled stations whose target audiences may not be able to make financial contributions to support station activities).

42. The lack of flexibility in terms of what constitutes in-kind matches under the Educational Broadcasting Facilities Program of the U.S. Department of Health, Education and Welfare (HEW) adversely affects prospective minority licensees.

43. Certain policies and practices of the Federal Communications Commission—for example, the manner in which this body reserves the spectrum for noncommercial broadcasting stations, its exemption of state authority/educational networks from the multiple ownership rule, and its failure to develop a table of channel assignments for the FM radio band—are detrimental to the establishment of minority controlled public broadcast stations.

AUDIENCE RESEARCH

44. The station managers responding to a Task Force questionnaire indicated that minority participation in minority program planning or production ranks third in priority after 1) staff input and 2) local research efforts have been made.

45. The current data from existing audience rating services are marred by inaccuracies attributable to the under-representation of minorities in the research sample.

46. Public broadcast station managers either do not use or irregularly use audience ratings in making programming decisions, according to responses to a Task Force questionnaire. Forty-eight (77.4 per cent) of the 62 station managers gave this response.

A SUMMARY OF KEY RECOMMENDATIONS OF THE TASK FORCE STUDY

POLICY

The Task Force recommends that:

1. Congress provide long-range funding to public broadcasting, contingent upon the industry's consistent demonstration of significant progress toward equitable minority hiring, placement and programming practices. Semi-annual review, as well as annual oversight and reporting, shall be required to substantiate that progress.

2. The Congress specifically address the concerns, needs and interests of minorities in its amendments to existing public broadcasting legislation and in drafting new legislation.

3. The Carnegie Commission II give priority consideration to the specific requirements and needs of minorities in the entire public broadcasting system and that it weigh all its recommendations relative to their potential impact on minorities.

4. The composition of the CPB Board of Directors include the diversity of minorities in the United States. CPB should urge the President of the United States to appoint CPB Board members accordingly. The NPR and PBS Boards should also reflect this diversity of minorities.

5. The Boards of the three national organizations (CPB, NPR, and PBS) periodically monitor and evaluate the performance of their respective management staffs to insure that policy recommendations made by the Boards of Directors are implemented.

6. CPB establish an Equal Employment Opportunity Office within the Human Resources Development Department.

7. These advisory committees should represent citizens at large and should include the diversity of minorities in the United States.

8. CPB place a higher priority on the development of minority-controlled public broadcast facilities.

9. CPB, NPR, and PBS Boards develop comprehensive policies on the hiring and utilization (selection and placement) of minority staff at all job levels and in all departments of their respective organizations.

10. CPB Community Service Grants to stations/licensees be awarded only after equal employment opportunity (EEO) performance criteria are met.

11. NPR, in its annual request for funds from CPB, provide an accurate accounting from the CPB Radio Activities Department as to past and proposed fiscal year use of its funds and their impact on specific, definable minority programs that have met and will meet the needs, values, sensitivities and concerns of minorities.

12. The CPB Board immediately establish a priority budget item which provides funds to lease by July 1979, a satellite transponder to be used solely for the distribution of minority programs to stations and to be controlled by a cross-section of minority people.

13. The PBS Transponder Allocation Committee revise its election/appointment procedures to insure the maintenance of adequate minority representation.

14. The composition of the local stations' boards of directors include the diversity of minorities in the respective station's area of broadcast.

15. Licensees develop and use a standardized written policy for the recruitment and selection of persons to serve on boards of directors and/or citizens' advisory committees.

16. The FCC strengthen and expand its enforcement programs and staff. Its EEO policies for all licensees should be stated definitively. In addition, the FCC should make clear to all broadcast stations that it or other governmental bodies with enforcement powers will take immediate action in the event of any station's failure to comply with applicable EEO regulations.

17. Monies budgeted specifically for minority programming not only be allocated, but also be used for that purpose by all broadcast and broadcast-related agencies.

18. The present inquiries into additional or alternative funding mechanisms for public broadcasting be intensified, and that Congress then mandate new funding sources which guarantee equitable minority representation throughout the system.

EMPLOYMENT

19. More minorities be hired and placed in positions of greater responsibility in public broadcasting (for example, managerial and supervisory positions).

20. Announcements of job vacancies and new projects to which employee transfers are possible be circulated routinely within the stations, trade papers and ethnic-oriented media. This would help decrease some of the influence of the so-called "old boy" network and the "contact" system, which often work to the disadvantage of minorities, especially minority women.

21. All programs developed to hire, upgrade and improve the skills of persons, especially minorities, in public broadcasting make special provisions for minority women.

22. Public broadcast organizations not consider training programs as the only means by which minorities may be placed in management positions.

23. The U.S. Department of Health, Education and Welfare (HEW) have primary responsibility for civil rights enforcement and that CPB conduct pre-award reviews prior to distributing any monies to licensees and other recipients. Enforcement should include withholding Community Service Grants, HEW facility grant funds, CPB special projects funds or federal funds of any kind to any licensee which is not in compliance as prescribed by the Secretary of HEW.

24. CPB, HEW or any other government agency which may be given EEO enforcement responsibility as part of its ongoing activities review station policies related to affirmative action, employment, training, upward mobility and the use of minority vendors.

25. The existing FCC Form 395 job categories be modified to include specific job titles in order to generate information about the administrative levels of responsibility of public broadcast employees.

26. All licensees, regardless of size, as well as part-time station staff, be included in the FCC's EEO reporting system, and in CPB's employment reporting process.

27. In future public broadcast reports to governmental or administrative bodies, *all* data regarding employment levels of public broadcast employees, particularly of minority employees, be presented with supporting numbers and departmental designations.

JOB TRAINING PROGRAMS

28. CPB increase its financial support for training programs.

29. Public broadcasting seek and obtain new sources of funding to support training programs.

30. A priority be placed on training minorities, especially minority women, for all technical/engineering positions in the public broadcasting industry. Licensees eligible for CPB funds should be encouraged to apply for training grants for minorities, and especially minority women, in these areas, but should not limit their efforts to hire and upgrade the status of minorities to these grants.

31. Further analysis of station based training programs be conducted and the development of model local training programs be investigated.

32. Public broadcasting orientation sessions, which explain industry-wide practices and procedures, become an integral part of the Minority and Women's Training Grants Programs.

33. The CPB Office of Training and Development plan and implement public broadcasting career awareness sessions.

PROGRAMMING

34. CPB, NPR and PBS obtain adequate* representation of minorities in all programming decision-making positions which affect acquisition, scheduling, promotion, development, and research.

35. Further research be conducted to determine the composition of the programming decision-makers of local and regional radio and television organizations to insure adequate minority representation. (Program decision-makers are defined as officials and managers in NPR and PBS programming and scheduling departments, and in CPB's Television and Radio Activities Departments, as well as in the research offices of all three organizations.)

36. CPB and PBS allocate specific funds for minority television series and other program development efforts. These funds should equal at least the percentage of minorities in the national population (17 per cent).

37. CPB allocate matching funds to provide for the acquisition, development, and production of minority programming through the PBS Station Program Cooperative (SPC).

38. Additional funds be allocated for minority radio programming at NPR.

39. CPB, NPR and PBS insure that the percentage of minority programming distributed on a national basis is at least equal to the percentage of minorities in the U.S. population according to the 1975 Census update.

40. CPB, NPR and PBS seek out and fully utilize the resources of a growing pool of minority directors, producers, script writers and researchers in this country for both minority and general audience programming.

41. The three national public broadcasting organizations monitor local and national program productions to insure that minorities are adequately represented on both minority and general audience program staffs.

42. CPB, NPR and PBS allocate specific funds for the promotion of minority programs in minority and non-minority communities alike.

43. CPB, NPR and PBS allocate specific funds to promote general audience programs among minorities.

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* As defined in this study, "adequate" representation of minorities is a proportion equal to the percentage of minorities in the national population (17 per cent).

44. CPB, NPR and PBS immediately devise a "Standardized Proposal Review Process" (SPRP) to solicit, obtain, process and develop minority and general audience program proposals. This review process should state definitive proposal evaluation criteria and timetables for proposal submission and in-house processing.

45. NPR more fully utilize its Department of Specialized Audience Programs to obtain a percentage of NPR minority programming that is at least equal to the percentage of minorities in the U.S. population according to the 1975 Census update.

46. PBS management encourage the production of minority programming by purchasing and airing such programs, whether through the SPC process or through a separate mechanism funded by CPB.

47. The CPB Television Activities Department develop a procedure to establish and maintain communications with independent producers, especially those who are minorities. This ongoing dialogue could provide information about funding priorities, and could become a proposal evaluation mechanism for feedback on rejected proposals.

48. The CPB Board of Directors immediately establish a priority budget item which provides funds to lease by July 1979 a satellite transponder to be used solely for the distribution of minority programs to stations. The management of this transponder should be controlled by a cross-section of minority people.

49. Specific monies be allocated for the acquisition and production of local and national minority programming (including public affairs, drama, documentaries and music) at all public radio and television stations.

50. Specific monies at local public television and radio stations be allocated to promote minority programming among minority and non-minority audiences alike.

51. All public television and radio stations obtain an adequate representation of minorities in all program decision-making areas affecting acquisition, scheduling, promotion, development and research, especially in broadcast markets with 20 per cent or more minority populations. (Program decision-makers are defined as General Managers and Program Managers.)

52. Minority programming be included in prime time (7 p.m. - 11 p.m.) as well as in fringe time periods.

53. Local public radio and television stations set aside monies from the promotion budget to promote general audience programming among minorities.

54. The concept of minority programming not be abandoned either nationally or locally.

MINORITY CONTROL

55. A specific amount of money be allocated by the CPB Board of Directors (a) to set up within CPB a Public Broadcasting Facilities Development Office* and (b) to fund the start-up and the continuing operations of minority-controlled stations. CPB should earmark $3 million annually beyond the administrative office costs to provide financial support to minority organizations in addition to the support presently available from the Corporation and governmental agencies.

56. A newly-created CPB Public Broadcasting Facilities Development Office promote joint or dual control of a channel, under a shared time agreement, where feasible, to provide a new community outlet.

57. The Radio Expansion Project of CPB's Radio Activities Department seek minority participation in establishing the public radio stations projected for areas with 20 per cent or more minority population, especially those areas with minority populations of 100,000 persons and over.

58. HEW promote greater flexibility in in-kind matches. At present, HEW accepts the antenna, tower and other hardware as in-kind matches, but it does not accept buildings. The Task Force recommends that the licensee applicant's 25 per cent match be allowed to include the value of buildings and land.

59. Several modifications to the existing Educational Broadcasting Facilities Program procedures be adopted. These are as follows:

- Minority representation at a station, whether as a salaried member of the staff or on the Board of Directors, should be a primary consideration in awarding grants under this program. Stations which do not meet minimal equal employment opportunity (EEO) guidelines should not receive federal funds.
- Current priorities for both the television and the radio grant selection process be changed. The radio priority "c" should become "b". That is, a greater importance should be given to the establishment of a second public radio station in certain metropolitan areas with large minority populations. The second station should be one that serves the minority community.
- A clause similar to the present radio priority "c" should be drawn up for the television grants. This would allow funding for minority groups to acquire the second channel of existing public television stations or a new channel allocated by the FCC.

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* Under President Carter's proposed public broadcasting bill, the HEW Educational Broadcasting Facilities Program would be moved to CPB. If that were to be the case, the Public Broadcasting Facilities Development Office could be part of the Educational Broadcasting Facilities Program.

60. The state educational networks which own all or most of the public broadcast facilities in a state be limited in their control of these facilities. The Task Force suggests that the number of stations which can be controlled by a state system be limited to four.

61. The FCC support shared-time agreements wherein two or more licensees alternate the use of a radio or television frequency. One of these shared-time licensees should be set aside, wherever possible, for minority applicants. This recommendation should apply especially to VHF's in communities with 20 per cent or more minority populations.

62. The FCC devise a nationwide table of assignments for the noncommercial FM radio band as a preliminary step toward determining who should have priority of access to available channels.

63. Channel 200 on the FM radio band be utilized to provide a new frequency for which minorities can be given priority in application procedures.

64. Item II of the FCC application for construction permit for a noncommercial station be modified so as to allow applicants to cite the minority composition of their respective Boards of Directors as a merit.

65. Item II of the FCC application for construction permit be expanded to include both television and radio stations with all types of governing boards, including governmental bodies and educational institutions. At present, the permit is limited to television stations and to non-profit organizations.

AUDIENCE RESEARCH

66. Strategies be implemented to collect and apply specialized minority research data that can be used in decisions regarding the type of minority programming to be produced and broadcast, its content, format and promotion.

67. In all research projects from which inferences about minority audiences are to be made, the percentage of minorities used in the audience research samples and resulting actual response rates accurately reflect the minority population of the target community.

68. Funds be allocated by the national public broadcasting organizations—CPB, NPR and PBS—specifically for minority audience research.

69. Professionally-trained minority personnel be used by persons or organizations engaged in conducting minority audience research to improve the response rate and validity of findings regarding minority populations.

70. The ascertainment process of all public broadcast licensees be conducted in a manner which truly assesses the programming needs, interests and problems of minority audiences.

BACKGROUND

What Is Public Broadcasting?

More than a decade ago, the Carnegie Commission on Educational Television published a widely-acclaimed report entitled *Public Television: A Program for Action.*[1] Essentially, the Commission's goal had been to study noncommercial television, including its services to the general public, with a view toward making recommendations that would help improve noncommercial television. The Carnegie Commission's recommendations had a far-reaching impact, for they subsequently formed the initial design of the current public broadcasting structure.

Taking the Commission's recommendations into consideration, the Congress of the United States declared in 1967 that it was in the public interest to encourage the growth and development of noncommercial broadcasting and of programming "which will be responsive to the interests of people both in particular localities and throughout the United States."[2] Further, this noncommercial broadcast programming was expected to "constitute an expression of diversity and excellence."[3] To accomplish this goal, the Congress passed the Public Broadcasting Act of 1967, which led to the creation of the Corporation for Public Broadcasting (CPB).

Under the Public Broadcasting Act of 1967, CPB was authorized to facilitate the improvement and expansion of a unique, noncommercial public radio and television system that would provide high quality programming obtained from diverse sources. This system, as developed by the private, non-profit Corporation, was intended to provide an alternative to commercial broadcasting.

CPB is governed by a 15-member board of directors, who are appointed to six-year terms by the President of the United States with the advice and consent of the Senate. At present, three of these 15 members (20 per cent) are minorities.

Although CPB has no operational role in the programming process of public broadcast stations, its indirect impact on programming decisions is important. First, CPB's distribution of federally-appropriated funds (Community Service Grants or CSGs) allows stations to develop and provide local program service. Second, the Corporation supports the program distribution facilities of both the Public Broadcasting Service (PBS) and National Public Radio (NPR). Third, CPB, along with the Ford Foundation, has supported the Station Program Cooperative (SPC),[4] a mechanism for generating funds for national program production by matching monies committed by the stations. Finally, CPB supports pilot projects and contributes funds for the production of selected programs and series. As a result, CPB has an important role in shaping the future direction of national programming.

PBS is a member organization comprised of the 154 licensees operating 276 stations in the United States, Puerto Rico, the Virgin Islands, Guam and American Samoa.[5] It is owned and governed by the stations and serves as the national distribution center for public television programs and the coordinator for a multiplicity of station services. PBS was formed by CPB and the stations in 1969 to operate and manage the interconnection (program distribution) system.

NPR is a member organization established by CPB in 1970 to provide, acquire, produce and distribute programming for broadcast by noncommercial, CPB-qualified[6] radio stations. NPR provides the only nationwide interconnected public radio system serving 47 states, the District of Columbia and Puerto Rico. NPR membership totals 171 licensees operating 215 stations.[7] In order to create a single, national public radio entity, NPR merged with the Association for Public Radio Stations (APRS) in May 1977. Established in 1973 as a result of a vote by public radio stations, APRS' role had paralleled that of PBS. Specifically, it had informed the public about public radio and represented the stations before Congress, the Federal Communications Commission and CPB.

The National Association of Educational Broadcasters (NAEB) was organized in 1925 as the Association of College and University Broadcasting Stations. Following the passage of the Public Broadcasting Act in 1967, the NAEB, along with its division of Educational Television Stations (ETS), was the industry's trade organization and station representative for the distribution of educational/instructional programs. In 1973, PBS was reorganized to become the primary distributor of national educational/instructional and entertainment programs. As a result, ETS merged with PBS, and NAEB shifted its role to that of a membership organization of professionals in public telecommunications.

In contrast to commercial networks, all local public radio and television stations are autonomous. Public broadcast stations are licensed to either a community board, school board, library, local or state government authority, college or university. Neither CPB, NPR nor PBS has any authority over station operations. As a result, local public broadcast stations are not obliged to carry programming distributed by either NPR or PBS.

About Other CPB-Commissioned Studies

In 1973, the Corporation for Public Broadcasting established an Advisory Panel on Essentials for Effective Minority Programming. At a December 1973 meeting in Washington, D.C., the 24-member Panel accepted its mandate from CPB to focus on four basic tasks:

1. "To establish a clear and concise definition of the term minority programming;
2. To determine the mission and goals (objectives) of minority programming;
3. To categorize and establish priorities for minority programming; and
4. To document structural and other changes considered necessary to successful implementation of minority programming."[8]

The Panel concluded, in its May 1974 report to the CPB Board, that:

"There continues to be a dearth of programs in public broadcasting that relate to the needs and interests of minorities. As a consequence, no matter how much, or how frequently the allegations of minority activists are discounted, the demand for greater minority involvement in a medium supported by public funds continues to gain momentum—and as the few minorities in the industry gain experience and greater confidence, they encourage other minority citizens and organizations to become involved."[9]

The Panel recognized that the CPB Board had begun to adjust its policies to reflect a more positive attitude toward the needs and interests of minorities. However, it was also intensely aware of the fact that the public broadcasting decision-making processes at the national and local levels suffered from a noticeable lack of minority input.[10] The Panel recommended, among other things, that the CPB Board of Directors:

- Fully appreciate the fact that "programs and projects flow (or should flow) from policy guidelines it established and, thereby, enhance the consciousness of responsible participation in corporate activities among members of the Board."
- Formulate policies that "encourage catalytic and imaginative ideas for positive minority programs and projects to be implemented at the (CPB) staff level."[11] A natural by-product of this recommendation, according to the Panel, would be the hiring of minorities to the fullest extent possible in planning and producing high-quality programming that reflects the cultural and multilingual lifestyles and interests of minorities.[12]
- Develop a mechanism to determine the extent to which Board policies and directives pertaining to minority activities are carried out. (The Panel also recommended that CPB establish an Office of Minority Affairs to serve this purpose.)[13]

On October 23, 1974, the CPB Board of Directors passed a resolution directing CPB management to "move as expeditiously as possible to gain system-wide acceptance and standardization of the recommendations" in the Essentials Panel report related to the definitions, missions, goals, categories and priorities for minority programming. It also directed CPB management to issue a semi-annual report to the Board on the acceptance and implementation of these items.[14]

In October, 1975, the Task Force on Women in Public Broad casting, also established by CPB, submitted the findings of its study, the objectives of which had been:

"1. To examine the extent to which women are employed at all levels in public broadcasting and are integrated into its policy-making operations.
2. To examine the visibility and the coverage of issues pertinent to women."[15]

Based on the findings of the Women's Task Force research, recommendations were to be made to the CPB Board of Directors to ameliorate the adverse situations and to expand upon positive ones.

The results of that Task Force's analyses of one week of both television and radio programming indicated that women's programming, as defined by the Task Force, was "clearly lacking in both radio and television," and that the adult programming that did exist did not "present a diversified, positive, and representative image of women." With respect to children's programming, the Task Force concluded that, if children tend to identify with role models presented on television, as psychologists and other social scientists have stated, then "those female children who watch public television have few models with which to identify, and those that do exist are seen in traditionally female sex-typed occupations."[16]

With respect to employment, the Women's Task Force concluded that "women are unlikely to be found in top executive positions in public broadcasting stations." Although women comprised almost 30 percent of the public broadcasting work force at that time, they were under-represented in proportion to their numbers at the production and managerial levels and over-represented at the clerical levels.[17]

On November 12, 1975, the CPB Board directed CPB management to review the programming policy recommendations of the Women's Task Force and to "identify and implement those that will assure that CPB-funded programs present a diverse, representative, and balanced image of women, " as well as those recommendations that will aid in "remedying the present under-utilization of women" in public broadcasting. Additionally, the Board directed management to prepare annual reports on CPB actions taken to accomplish the Women's Task Force recommendations.[18]

Nearly three years (32 months to be exact) after the Essentials Panel submitted its findings, the CPB Board passed a resolution based, in part, on recommendations made in the Panel's report. The Board affirmed its dedication to programming reflective of this country's multi-ethnicity; recognized the Panel's call for the employment of minorities in the planning and production of programs; and directed CPB management and staff to consider, as a factor in the selection of proposals for CPB funding, the manner in which the proposals addressed the needs of specialized audiences and the involvement of minorities and women on- and off-camera.[19]

As an outgrowth of the recommendations of the Essentials Panel and of the Women's Task Force, CPB created an Office of Minority Affairs and an Office of Women's Activities. In 1976, the CPB Board of Directors established the Department of Human Resources Development, which evolved from the two aforementioned offices and the Office of Training and Development. Reorganized in April 1977 to allow for "an enhanced level of effectiveness," the Department is designed to "coordinate and lend emphasis to...activities relating to equal employment opportunity, training and personnel development, (as well as) fair and equal treatment of all individuals, especially women and minorities in public broadcasting...."[20]

About this Study

In January 1977, the Human Resources Development Committee of the CPB Board of Directors established a Task Force on Minorities[21] in Public Broadcasting to assist the Board in developing policies to maximize the involvement of minorities in all aspects of public broadcasting. This broad mandate allowed the Task Force to explore a wide range of subject areas.

Recognizing that minorities have not been integrated fully into the mainstream of public broadcasting—whether through employment or through community ascertainment procedures—members of the Task Force determined that it was necessary to concentrate their resources on those aspects of public broadcasting which had the potential for impacting on all industry operations. Those aspects, the Task Force believed, were policy, employment, job training, programming, audience research and minority control of public broadcast facilities.

Thus, the Task Force defined six goals for its study. These were as follows:

- To determine the extent of participation by minorities in policy-making and the impact of past and current public broadcast policies on minorities.
- To determine levels and trends of minority employment and affirmative action efforts in public broadcasting.
- To identify and evaluate industry-wide job training programs to maximize the effectiveness of those sponsored by CPB.
- To determine the degree to which minorities are involved in developing public broadcast programming.
- To determine the adequacy and accuracy of existing techniques to measure minority public broadcast audiences.
- To identify existing policy guidelines which adversely affect minority ownership and to develop strategies by which to facilitate greater minority control of public broadcast stations.

From the beginning, members of the Minority Task Force were concerned that they be involved in more than merely conducting another study to investigate and articulate the problems of minorities in public broadcasting. Such studies had been conducted before; the problems were already well known. Thus, it was intended that the efforts of the Task Force go beyond researching the problem. They also would be directed toward making specific and substantive recommendations relative to the six aforementioned areas and suggesting to the CPB Board of Directors viable strategies by which to implement these recommendations. This report represents the accomplishment of that goal.

Using the resources of CPB, the Public Broadcasting Service (PBS), National Public Radio (NPR) and the National Association of Educational Broadcasters (NAEB), as well as those of local stations, the groundwork laid by previous CPB-commissioned advisory panels and the expertise of the Task Force members themselves, the Task Force began its attempt to develop a formula for change, the essence of which would be directed toward encouraging the public broadcast industry to live up to and, it was hoped, to go beyond its initial mandate. That mandate calls for the development of noncommercial educational radio and television broadcasting that provides programming which will be "responsive to the interests of people both in particular localities and throughout the United States and which will constitute an expression of diversity and excellence."[22] Further, this diverse and high-quality programming was to be obtained from "diverse sources...."[23]

Task Force Organization and Operations

Chaired by Dr. Gloria L. Anderson, the Task Force on Minorities in Public Broadcasting consisted of 28 members. (Dr. Anderson also serves as Vice Chairman of the CPB Board of Directors and Chairman of its Committee on Human Resources Development.)

The members were selected from minority-oriented organizations (most of which are national in scope), national public broadcasting organizations, public and commercial radio and television stations (representing both management and professional staff), media advocacy groups and college communications departments. Because of their involvement with, and interest in, public broadcasting, as well as their broad range of interdisciplinary skills and backgrounds, the members of the Task Force were able to bring to bear a myriad of perspectives which helped formulate the framework for the research aspects, including the goals and objectives, of this study.

The Task Force membership represented a broad geographical spread—12 states, the District of Columbia and Puerto Rico—and was divided almost evenly between males and females—15 and 13, respectively. The racial/ethnic composition included seven Hispanic, three white, two Native American, four Asian/Pacific American and 12 Black members.

The CPB Task Force staff consisted of Thomas A. Hardy, Director of Research and Scarlet Cheng, Associate Director of Research, both of whom worked under the direction of W. Ed Mansfield, Director of Minority Affairs.

To facilitate the operation of the Task Force, committees were developed around each of the six major subject areas. An added benefit of this committee arrangement was the clustering of individuals with specific expertise in a given subject area. The interface between committees allowed each member to comment and make suggestions concerning areas other than the ones for which he/she was especially responsible.

Before commencing substantive deliberations, the members of the Task Force committed to paper their perceptions about the problems and progress of minorities in the public broadcasting industry. These brief papers subsequently assisted the Task Force staff in some aspects of the research design, namely the development of some initial working hypotheses, problem statements and operational definitions.

In their papers, the Task Force members invariably made recommendations, especially concerning such subjects as employment, job training, information dissemination to the various public broadcast audiences, community ascertainment, audience measurement techniques and minorities in policy and program decision-making positions.

Many of the members expressed a common theme which, in effect, acknowledged that public broadcasting has not lived up to its original mandates of serving as a viable media alternative that would, through diversity, serve "many separate audiences," including persons with "special requirements and special needs."[24]

The Task Force members unanimously concluded that several elements essential to a truly representative public broadcast system are lacking. Specifically, these elements are accountability, minority participation, commitment, sincerity and responsiveness.

While the various members lamented the woes of a noncommercial broadcasting system that has, either by commission or omission, failed to live up to its initial laudable mandates, there was also an expression of hope...if officials of the system become responsive to the needs, interests and concerns of minorities, if current priorities are redefined to respond constructively to those concerns and if public broadcast officials become committed to meeting the tasks ahead.

The same themes ran throughout the public forums the Task Force conducted to allow other citizens to articulate their concerns and feelings about public broadcasting and to provide some additional insights about problems and solutions.

The Task Force held seven meetings in various cities across the United States—Washington, D.C.; Dallas, Texas; Los Angeles and San Diego, California; Atlanta, Georgia; New York City; and Colorado Springs, Colorado. At four of these meetings (Dallas, Los Angeles, Atlanta and New York City), community leaders, representatives of media advocacy groups, minority citizens and the general public were invited

to participate in open forums.

Essentially, the forums surfaced the participants' expressions of frustration and powerlessness in dealing with the public broadcasting system. Some participants spoke more vehemently than did others; some merely stated that they were tired of talking to themselves, since Task Force members represented the same communities as did the forum participants. All, however, resolutely tried to communicate their expectations and their dreams.

Repeatedly, forum participants, whether in Los Angeles or New York, asked, "Where are the minority programs?" Others, like one Los Angeles participant, said public broadcasting is less responsive than is commercial broadcasting in meeting the programming needs of minorities. This was due, in large part, to the fact that public broadcast stations "are run by boards (of directors) which do not represent the public in general, with minorities having very little impact on decisions," according to one speaker. Another participant noted, "We own public broadcasting. Public broadcasting is the property of the people of the United States...ALL of the people."

They all questioned the credibility of public broadcasting and the specific mandate of the Task Force, particularly in view of the fact that other CPB-commissioned studies have made recommendations to strengthen and expand minority and women's programming as well as employment and job training opportunities—seemingly to no avail. Hence, the credibility question.

Many proposed concrete recommendations for existing problems—many of which the Task Force had already begun to address—for example, equal employment opportunity enforcement mechanisms attached to Community Service Grants to stations; accountability throughout the system; better representation of minorities in program production and decision-making positions, and on the board of directors of the local stations and the national organizations. They also called for a more effective means of community ascertainment; "real" job training and placement opportunities at all levels for minorities; a "guaranteed" sum of money to be set aside for the acquisition of minority programs; and the creation of "an active and meaningful citizens panel or advisory board with teeth and which includes minority representation. This panel would evalute annually the practices of the public broadcast industry with regard to minority inclusion."

The forum participants spoke about the need to establish linkages between public broadcasting officials and minority communities. To do so, public broadcasting "must know who we are before it can know how to reach us," noted one New York forum participant.

They also expressed frustration that minorities have continuously relied on the good will and good faith of public broadcasting officials. Now, they say they are tired of placing blind faith in others to be fair and to do "what is right." In effect, they asked what more need minorities do, in order to get public broadcast officials to respond affirmatively to their needs and interests.

They, too, urged public broadcast officials to live up to the challenges set forth by Congress in establishing the public broadcasting system.

The public forums proved to be a very important and essential part of the Task Force activities. Important, because the people for whom the system functions, the "public" that public broadcasting is mandated to serve and program to—were provided an opportunity to have substantive input in public broadcast policy deliberations.

Regardless of public broadcasting's past or current shortcomings, however, the Task Force members have remained hopeful that CPB will provide the necessary leadership to encourage and to facilitate the development of a vital and dynamic medium which asserts the interests of the myriad of publics which constitute America.

FOOTNOTES

[1] *Public Television: A Program for Action*, The Report and Recommendations of the Carnegie Commission on Educational Television (New York: Harper and Row, 1967).

[2] Public Broadcasting Act of 1967 (P.L. 90-129), November 7, 1967, Subpart B-Corporation for Public Broadcasting, Section 396 (a).

[3] *Ibid.*

[4] Started in 1974 as an experimental program, the SPC is a system of public television program selection and financing through which local stations may participate in the funding of many of the nationally distributed programs they wish to broadcast. This system is intended to give local stations more control over programming decision-making and to allow for a wider distribution of available funds for national public television programming. The SPC involves four steps: (1) determining the national program needs of the stations; (2) soliciting program proposals from producers based on the determination of program needs; (3) preparing and distributing a catalog of program proposals for use by participating licensees in the selection process; and (4) selecting the programs licensees wish to broadcast.

[5] Source: Station Relations Office, PBS.

[6] CPB-qualified means that a radio station is able to meet such criteria as the following: (1) be licensed by the FCC as a noncommercial, educational radio station: (2) operate with an effective radiated power of no less than 250 watts at 300 feet above average terrain on a standard FM frequency (or the equivalent of a 15-mile primary signal radius; (3) have a minimum of one adequately equipped production studio and one separate control room available to provide for local program production and origination; (4) have a minimum of five full-time professional radio station staff employed on an annual (12-month) basis, at least three of whom should be employed in a managerial and/or programming position; (5) have a minimum operational schedule of 18 hours a day, 365 days per year; (6) have a daily broadcast schedule devoted primarily to programming of good quality which serves demonstrated community needs of an educational, informational, and cultural nature within its primary signal area; (7) originate a significant, locally produced program service designed to serve its community of license; and (8) have a total annual operating budget of at least $80,000.00 (including direct and indirect costs) in fiscal year 1977. This operating budget figure is adjusted upward each year by a $5,000.00 annual inflation factor, reflecting realistic minimum costs of operating and maintaining a full-service station. Consequently, the minimum operating budget for fiscal year 1978 was $85,000.00 and will be $90,000.00 for fiscal year 1979. This amount is exclusive of CPB Community Service Grant (CSG) funds and HEW Educational Broadcasting Facilities Program Grant monies. *Policy for Public Radio Assistance*, brochure published by CPB, July 1977.

[7] Source: Station Relations Office, NPR.

[8] *Essentials for Effective Minority Programming in Public Broadcasting*, The Report of the Advisory Panel on Essentials for Effective Minority Programming (Washington, D.C.: Corporation for Public Broadcasting, 1974), p. 2.

[9] *Ibid.*, pp. 3-4. [10] *Ibid.*, p. 4. [11] *Ibid.*, pp. 23-24. [12] *Ibid.*, p. 12. [13] *Ibid., pp. 24-26.*

[14] CPB Board resolution dated October 23, 1974.

[15] *Report of the Task Force on Women in Public Broadcasting*, (Washington, D.C.: Corporation for Public Broadcasting, 1975), p. 7.

[16] *Ibid.*, pp. 8-9. [17] *Ibid.*, p. 11, 13.

[18] CPB Board resolution dated November 12, 1975. [19] CPB Board resolution dated January 12, 1977. [20] CPB Board resolution dated April 13, 1977.

[21] The term "minority" refers to racial and ethnic groups; that is, Native Americans, and Americans of African, Asian/Pacific and Hispanic descent.

[22] Public Broadcasting Act of 1967, *op. cit.*, Subpart B- Corporation for Public Broadcasting, Section 396 (a) (4).

[23] *Ibid.*, Purposes and Activities of the Corporation, Part (g) (1) (A).

[24] *Public Television: A Program for Action, op. cit.*, pp. 14 and 60.

Chapter One

Public Broadcast Policies and Their Impact on Minorities

Introduction

Perhaps the most important aspect of any institution—whether public or private—is its decision-making mechanism; and, by extension, those individuals who wield the kind of authority that allows them to define not only policy issues, but also the parameters by which policy will be carried out. Therefore, the Task Force was interested in learning not only whether minorities are involved in making policy at the national and local station levels, but also to what extent they are involved. In addition, the Task Force was concerned about the kinds of policies related to minorities that have been adopted by public broadcast entities, and whether these policies have been implemented effectively. The following represents the findings of the Task Force's policy investigation, the goal of which was: TO DETERMINE THE EXTENT OF PARTICIPATION BY MINORITIES IN POLICY-MAKING AND THE IMPACT OF PAST AND CURRENT PUBLIC BROADCAST POLICIES ON MINORITIES.

1. The first Carnegie Commission, in its 1967 recommendations, failed to refer specifically to the responsibility of public broadcasting to address the needs of minorities. Those recommendations subsequently served as the basis for designing the current public broadcast structure. The "Carnegie Commission II" is studying this initial design of the public broadcast system and is expected to report its findings in January 1979.

2. In writing the Public Broadcasting Act of 1967, Congress neglected to make specific reference to the concerns, needs, and interests of minorities. Congress currently is rewriting existing broadcast legislation.

3. The Inter-Agency Task Force on Non-Discrimination in Public Broadcasting has recommended that persons who represent minority and women's concerns and issues be involved at all levels of public broadcasting, including serving as members of the CPB Board of Directors. Toward this end, the Inter-Agency Task Force recommended that the section of the Public Broadcasting Act of 1967 which refers to the composition of the CPB Board be amended to provide for such representation.

4. Few minorities serve as members of the Boards of Directors of the three national public broadcasting organizations. At present, three of the 15 CPB Board members (20 per cent) are minorities, while three of the 25 NPR Board members (12 per cent) and four of the 52 PBS Board members (eight per cent) are minorities.

5. Minority participation on public television boards 11.5 per cent (301 of 2,618 persons) is slightly higher than that found on public radio boards, 10.4 per cent (120 of 1,149 persons).

6. The lowest level of minority participation on public radio and television station boards was found among stations licensed to universities—6.4 per cent (56 of 869) and 8.1 per cent (45 of 554), respectively.

7. The highest level of minority participation on public television and radio station boards was found among local licensees (for example, stations licensed to school districts or boards of education)—16.5 per cent (22 of 113) and 24.4 per cent (29 of 119), respectively.

8. Public television station boards whose members are appointed by an elected official (for example, the governor) or through other selection procedures have the least minority representation—6 per cent (16 of 229 persons).

9. The lowest level of minority participation on public radio station boards 4 per cent (2 of 41 persons) occurred where there was a combination of public election and other board selection processes.

10. At present, 80.8 per cent (147) of all public radio stations, and 72.6 per cent (196) of all public television stations are controlled by either local or state governmental authorities, or administrative bodies (for example, school boards or universities), according to the 1978 CPB Survey of local stations' boards of directors.

11. From its inception in 1967 until 1973, CPB had no clearly-defined policies related to minorities. Since 1973, there have been at least 22 Policy resolutions passed by the CPB Board of Directors relating to minorities and/or women in public broadcasting.

12. The recommendations of the Advisory Panel on Essentials for Effective Minority Programming and the Task Force on Women in Public Broadcasting have not been implemented to any appreciable degree by CPB management.

13. The lack of implementation of previous CPB advisory panel recommendations has been due, in part, to the fact that the CPB Board of Directors has not fully exercised its powers of oversight and review. This shortcoming has precluded a greater probability of CPB management accountability for compliance with and responsiveness to the Board's policy resolutions. Despite this fact, CPB has attempted to do more than either NPR or PBS to improve the status of minorities in public broadcasting.

14. Current plans for the satellite interconnection, a new means of distributing public radio and television programs to local stations, do not provide for minority access to the public broadcast system.

15. All three national public broadcast organizations (CPB, NPR and PBS) have equal employment opportunity (EEO) policies.

16. Confusion about EEO enforcement and compliance abounds in the public broadcast industry. As a result, there has been limited constructive action by local and national public broadcast entities to comply with applicable non-discrimination and EEO laws.

17. There are inadequate levels of support among public broadcast officials for a strong EEO policy that would assure full and equal minority involvement in all aspects of public broadcasting.

18. CPB takes the position that it cannot enforce federal EEO guidelines, since it is not a federal agency. However, the Justice Department expressed the view in 1975 that CPB is obligated to conduct oversight of Title VI compliance by its grantees.

19. The Federal Communications Commission (FCC) has insufficient staff to monitor and insure broadcast stations' compliance with EEO laws. At present, there are seven FCC staff members assigned to monitor the EEO performance of 9,486 public and commercial radio and television stations across the country.

20. About 48.4 per cent (30) of the 62 public radio and television managers (22 radio and 40 television) responding to a Task Force questionnaire said their stations have written programming policies, while 33.6 per cent (19) have written policy statements on fundraising, 24.2 per cent (15) have written policies on EEO/affirmative action, and 25.8 per cent (16) have written policies on vendors.

21. Nearly 70 per cent (43) of the station managers responding to a Task Force questionnaire said they believe that the development of minority support groups (volunteers and advisors) for their stations is important.

22. More than half (34) of the station managers responding said they had made an effort to establish minority support groups in their respective facilities.

23. Fifty-five of the 62 station managers (88.7 per cent) indicated that no minority organizations provide financial support to their stations.

24. Approximately 85.7 per cent (48) of the managers responding stated that there are at present no minority advisory boards which evalutate the local stations' programming.

Composition of the National Organizations' Policy-Making Structures and Their Relationship to Minorities

CPB Board Composition

As previously mentioned, CPB was created pursuant to the Public Broadcasting Act of 1967. That Act, based largely on the recommendations of the Carnegie Commission on Educational Television, spelled out the authority of the Corporation in facilitating the full development of educational broadcasting in which "programs of high quality, obtained from diverse sources, will be made available to noncommercial educational television or radio broadcast stations...."[1]

Additionally, the Act defined the composition of the 15-member CPB Board of Directors, who are appointed to six-year terms by the President with the advice and consent of the Senate. Under the Act, Board members are to be selected from among U.S. citizens who are not regular, full-time employees of the United States and who are "eminent in such fields as education, cultural and civic affairs or the arts, including radio and television." Board members, not more than eight of whom may be members of the same political party, are also to provide "as nearly as practicable"[2] a broad representation of geographic regions, professions, talent and experience appropriate to the functions and responsibilities of the Corporation. At present, three of the 15 CPB Board members (20 per cent) are minorities.

The Inter-Agency Task Force on Non-Discrimination in Public Broadcasting[3] has recommended that persons who represent minority and women's concerns and interests be involved at all levels of public broadcasting, including serving as members of the CPB Board of Directors.[4] Toward this end, the Inter-Agency Task Force recommended that the section of the Public Broadcasting Act of 1967 which refers to the composition of the CPB Board be amended to provide for such representation. This recommendation was designed to help increase the representation of minorities and women at the top policy-making level of CPB, and thereby to include persons whose orientation would be more amenable to addressing the particular problems and needs of these interest groups. Both the Carnegie Commission and the Congress had previously neglected to recognize or seek to address the problems and needs of minorities and women.

CPB Policies Related to Minorities

From its inception in 1967 until 1973, the Corporation for Public Broadcasting had no clearly-defined policies related to minorities.

Since 1973, there have been no less than 22 policy resolutions passed by the CPB Board of Directors relating to minorities and women in the public broadcasting industry. These resolutions cover such areas as programming, training, employment, station acquisition, contracts for goods and services and equal opportunity. The resolutions repeatedly affirm and reaffirm CPB's expressed commitment to support, encourage and insure the increased participation of minorities and women in all aspects of public broadcasting. Among other things, these resolutions call for:

- A "comprehensive annual report" from CPB's Human Resources Development Department focusing on all "relevant" activities concerning women and minorities within CPB;[5]
- CPB adherence to non-discriminatory employment policies and procedures;[6]
- The CPB Board to "continue to seek other methods of assisting stations in their efforts to comply with any final regulations the FCC may adopt" (relative to non-discrimination in employment policies and practices in the broadcast industry);[7]
- CPB management to urge the FCC to require all radio and television licensees to adopt and submit for FCC review a three-stage affirmative action plan consisting of: (1) a utilization analysis; (2) a workforce analysis; and (3) goals and timetables;[8]
- CPB management to review the programming policy recommendations of the Women's Task Force and "identify and implement those that will assure that CPB-funded programs present a diverse, representative, and balanced

image of women" as well as those recommendations that will "aid in remedying the present under-utilization of women" in public broadcasting. Additionally, the Board directed management to prepare annual reports on CPB actions taken to implement these recommendations;[9]

• CPB management to include on any lists of qualified contractors and vendors the names of minority and women vendors and contractors who may be able to provide goods and services to the Corporation. The Board further directed management to report, at least on an annual basis, the progress and activities resulting from the implementation of this resolution;[10]

• CPS management to develop and implement projects and activities that would "stimulate the increased participation of minorities and women in public broadcasting and assist in the acquisition and maintenance of public broadcast licenses by minorities and women";[11]

• CPB management to "move as expeditiously as possible to gain system-wide acceptance and standardization of the recommendations in the report of the Advisory Panel on Essentials for Effective Minority Programming related to the definitions, missions and goals, and categories and priorities" of minority programming and to "issue a semi-annual report to the Board on the system-wide acceptance and implementation of these items;"[12] and

• CPB management and staff "consider, as one of the factors in the selection of program proposals for CPB support, the manner in which such proposals address the needs of specialized audiences, and the involvement of minorities and women, both on and off camera."[13]

A status report[14] of these CPB Board resolutions indicates that:

• The semi-annual reports issued to Congress are being used to fulfill the request for comprehensive annual reports. These Congressional reports tend to present CPB in a favorable position, particularly with respect to its attempts to upgrade the status of minorities and women in the public broadcasting industry. However, it should be noted that CPB, in effect, precludes a more realistic reading of industry employment levels by reporting percentages without also presenting numerical data and departmental designations to show not only how many minorities and women are employed in the industry, but also what types of jobs they hold.

• CPB's affirmative action plan has been implemented.[15] As a matter of fact, an internal EEO plan has been in effect since 1975, and has since been revised in order to provide measures to correct discriminatory practices, to set goals and timetables for each department, to insure that departmental hiring is consistent with these stated goals and timetables and to insure consistent and equitable treatment of all employees relative to job functions and compensation. To date, however, this has been a paper plan that has not been carried out in a manner which would lead to the accomplishment of its stated goals and objectives throughout the Corporation. For example, of the seven minorities (36 persons) holding positions at the director level or above at CPB, five are in the Human Resources Development Department.

• CPB has filed comments with the Federal Communications Commission in support of modifying the FCC Form 395 job categories[16] to include information about specific job titles as well as job functions of employees. Such a modification would aid in determining the degree to which minorities and women actually hold key administrative and decision-making positions within the public broadcast industry, rather than merely high-sounding job titles with no real authority.

• The CPB Human Resources Development Department (HRDD) staff, in conjunction with PBS and NPR, is developing a "fair share parity" plan,[17] an outgrowth of a September 14, 1977 CPB Board resolution calling for the development of methods to assist local stations to achieve their equal opportunity goals. The HRDD staff has submitted to the CPB Board's Human Resources Development Committee a comprehensive proposal to provide direct assistance to public broadcast stations in implementing effective EEO procedures. The proposal also calls for the development of a method to generate the kinds of information that are essential in improving the hiring and utilization of minorities and women in the industry. This proposal is now being developed further in conjunction with PBS, NPR and local station managers.

• Minority and women contractors have been included in CPB's solicitation list, but each department is expected to be responsible for its solicitations for bids, requests for proposals and awards of contracts for goods and services.[18]

• "HRD renders all of the advice, counsel and assistance it can to minorities and women in the acquisition and maintenance of (public broadcast) licenses."[19] On November 12, 1975, the CPB Board of Directors passed a resolution directing CPB management to develop and implement projects and activities which would help minorities and women to acquire and maintain public broadcast licenses. No specific monies were set aside to provide such assistance, however. To date, the CPB Human Resources Development Department has given a $15,066 grant to the Texas Consumer Education and Communications Development Committee, Inc., a Latino organization in Alamo, Texas. The Committee, which intends to use the grant funds for planning and development, is attempting to activate Channel 60 to serve the approximately 85 per cent Latino population in the Rio Grande Valley.

• "To date, there has been no system-wide acceptance of any of the Essentials (Panel) recommendations" pertaining to the production and promotion of quality minority programming or the employment of minorities in planning and producing minority programs. The CPB Television Activities Department was directed to determine the extent to which minorities and women are used in front of and behind the camera; however, there is no evidence that this has been done. Further, the "general nature" of the Panel's recommendation to develop "imaginative programming" has precluded a determination of whether this goal has been accomplished. Finally, the Panel's recommendation that national and local programming reflect the cultural and multilingual lifestyles, needs and interests of minorities, while maintaining a high standard of quality in production, "has not been substantively met at either the national or the local level."[20]

• The CPB Office of Women's Activities contracted with the Annenberg School of Communication to assess the progress of PBS programming practices regarding the portrayal of women on public television. The Annenberg report indicates that the recommendations pertaining to the accurate and adequate portrayal of women and minority groups "should be restated—with more fully developed suggestions for the types of changes that should take place

in programming."[21]

• Of the five minority and women's programs for which the CPB Board specifically authorized a commitment of funds[22]—*Black Journal, Woman Alive, Realidades, Were You There* and *Women in Art*—four are no longer being carried. These are *Black Journal, Woman Alive, Realidades* and *Women in Art* (the latter was funded for a one-year period only). The contract for *Were You There?* was sent to CPB's Contracts Office on May 11, 1978 for final approval[23] and production is now under way.

Although CPB has been long on verbiage relative to improving the status of minorities and women throughout the industry, the findings of this and other studies indicate that the Corporation must share culpability with other national public broadcast organizations and the local stations for falling far short of the mark insofar as constructive action is concerned.

While the CPB Board has consistently demonstrated its good intentions, it has neglected to fully exercise its powers of oversight and review. Such review procedures constitute not only a good management practice, but also insure administrative accountability and responsiveness. The Board has passed numerous resolutions which, if implemented, could help alleviate the effect of industry-wide practices which adversely impact on women and minorities. However, it generally has not routinely and periodically conducted follow-up studies to determine the extent to which its policy recommendations have been implemented by CPB management. Consequently, *CPB management has not been held accountable for its lack of responsiveness, and to date, has made few appreciable efforts to implement diverse CPB Board recommendations positively affecting minorities and women in the public broadcast industry.*

Nevertheless, *CPB has attempted to do more than has either NPR or PBS to improve the status of minorities and women in public broadcasting, as the following will indicate.*

NPR Board Composition

The NPR Board of Directors is made up of 12 member directors who are station representatives, 12 public directors who are representatives of the general public, and the Chief Executive Officer of NPR—for a total of 25 persons. At present, three of these 25 Board members (12 per cent) are minorities.

A five-member nominating committee, appointed by the Board Chairman, nominates prospective member directors who are then voted on by NPR member station representatives. The NPR By-Laws provide for member directors, who serve three-year terms, to be "qualified and experienced candidates representing a variety of types and sizes of stations in different geographical areas, with the objective of obtaining fair representation of the members and the communities their stations serve."[24] Member directors, in turn, appoint the 12 public directors, whose confirmation is subject to the approval of all station representatives. Public directors also serve three-year terms. The Chief Executive Officer of NPR serves on the Board until he/she resigns or is removed from office.

NPR Policy Related to Minorities

The NPR Board resolution which is of interest to the Task Force policy investigation is one which pertains to the creation of NPR's Department of Specialized Audience Programs. That resolution mandated the Department to "serve the special interests and needs of particular groups in our society"[25] by acquiring and producing programs for specialized or target audiences (for example, racial and ethnic minorities, women and the elderly), by developing guidelines and recommendations for other NPR programming departments in order to better serve these target groups and by maintaining liaison with representatives of target audiences currently underserved by existing media.

In addition, the Department was called on to serve as a primary source of advice and counsel for producers and staff members in NPR's Departments of Cultural and Informational Programs and to formulate long-range plans to identify, research and ascertain the potential needs of other special interest groups (for example, children, the print handicapped and other sub-groups of American society) as NPR succeeded in enhancing the participation of minorities and women in the decision-making processes of NPR.[26]

PBS Board Composition

The structure of the PBS Board of Directors is similar to that of NPR in that they both consist of representatives from stations nationally, and they both have stipulations for Board members to be broadly representative of the stations and the populations they are to serve.

The 52-member PBS Board consists of 35 lay representatives of PBS member stations, 15 professional representatives of PBS member stations and two management directors: the vice chairman of the Board of Directors, and the president of PBS. While the latter two members serve at the pleasure of the Board, the remaining 50 Board members each serve three-year terms.

Like NPR, PBS also has a five-member nominating committee which is responsible for nominating prospective Board members who are voted upon by PBS members. In making nominations, the committee is to consider each nominee's experience and qualifications in order to assure election to the Board of Directors of "individuals representing a balance of such factors as leadership ability and representation of different types and sizes of stations from different localities and areas, ethnic groups and gender."[27] Of the 52 persons now serving on the PBS Board, four (8 per cent) are minorities.

PBS Policies Related to Minorities

The PBS Board has passed several policy resolutions addressing the problems of minorities and women in the public broadcasting industry. Two PBS efforts are of particular interest to the Task Force policy investigation. The first pertains to a two-year affirmative action plan for programming and employment.

In reference to programming, the resolution called on PBS to identify "which societally disadvantaged groups should be given priority attention" and to identify their needs. The PBS Board Committee for Minority and Women's Affairs then selected five groups for initial targeting—Native Americans, women and Americans of African, Asian and Hispanic descent.[28]

The affirmative action plan also called on PBS staff to identify existing local programming which could be "upgraded" to meet the needs of the five aforementioned target groups, and to seek funding for new sources of national programming. These programs were to be "scheduled according to the viewing habits of the designated groups, cataloged, and thoroughly evaluated to determine whether they are meeting the identified needs."[29]

With respect to employment, the two-year plan urged PBS staff to compile and distribute to PBS member stations on a continuous basis all federal equal employment opportunity laws, regulations and guidelines. It also endorsed a PBS staff proposal to design and secure funding for a system-wide training and placement structure for interested stations to receive grants to train minorities and women "according to industry-determined standards and to assure placement preference to graduates of their training programs.[30]

A second, more recent effort by the PBS Board set forth a plan to address the problems of employment opportunities and programming for minorities and women.[31] Many parts of this plan parallel the thoughts of the Minority Task Force in providing for system-wide responses to problems within the public television station structure.

To alleviate such problems as the stations' alleged difficulties in reaching their hiring goals and the small numbers of minorities and women in the stations' applicant pool, as well as to overcome certain civil service hiring procedures which tend to perpetuate past discrimination, PBS proposed to undertake a number of initiatives. These included:

- Establishing an EEO Task Force comprised of both PBS Board and staff members alike to provide assistance to stations on EEO matters.
- Developing a nationwide list of minorities and women already qualified to enter public television at the professional, technical and managerial levels.
- Tracking public television job openings at the three aforementioned levels.
- Having members of the EEO Task Force meet with prospective job candidates listed in the pool to encourage their involvement in public television.
- Working with stations to identify EEO-related problems, and to develop remedies for those problems, as well as to improve the stations' recruiting strategies.
- Providing financial assistance to stations to recruit minorities and women, and helping stations to seek funds at the national level for job training programs.
- Sharing with stations information on effective techniques for setting hiring goals.
- Encouraging stations to seek out minority and female board members and assisting them in doing so by providing reference materials on board selection methods and information on each station's board composition by race and sex.
- Charging the president and senior staff of PBS with the responsibility of supporting Federal agencies' efforts to coordinate public broadcasting EEO enforcement.

Another part of that plan, in which PBS conducted a self-evaluation, called for public television to be proactive, rather than reactive and defensive. Stung by frequent allegations of its lack of sensitivity and performance in ameliorating conditions which negate equal opportunities for minorities and women in public television, PBS proposed to demonstrate its commitment and its progress by undertaking another series of EEO-related tasks which would be communicated to the Congress and the public.[32] These tasks included:

- Periodically reassessing discrepancies between the percentage of minorities and women in public television—particularly in technical, professional and managerial positions—and those in the national workforce, and setting system-wide goals for eliminating those discrepancies.
- Developing a file of affirmative action plans for all public television stations and encouraging and assisting those stations which have not devised such plans to do so.
- Seeking information from stations about any special efforts they are undertaking in programming, training and employment.
- Relating to Congress the stations' efforts in programming and employment.
- Establishing an annual award to the station or stations which have made the greatest contribution to enhancing the status of minorities and women in employment or programming.

A New Commitment to Change

Earlier this year, the three national public broadcasting organizations submitted a report[33] extolling their progress in improving the employment status of minorities and women throughout the industry. The report outlined a series of EEO and affirmative action "incentive programs"—described in the preceding pages—undertaken by CPB, NPR and PBS in recent years.

In that report, the three organizations also noted that they "are not satisfied with their minority/female utilization and will not be until fair and equitable utilization is achieved at all grade levels and in all levels of activity. To this end, each has designed and implemented an affirmative action plan which guides recruiting, hiring and upgrading actions."[34]

Only time will tell whether these verbal promises are translated into real changes.

Composition of the Local Stations' Policy-Making Structures and Their Relationship to Minorities

Local Stations' Board Composition

Another aspect of the Task Force policy investigation pertained to the local stations' board of directors. Specifically, the Task Force reviewed CPB data supplied by the stations to determine the composition and selection processes of station boards. Additionally, a section of the Task Force management questionnaire asked 62 station managers (22 radio and 40 television) about the degree of board involvement in setting and carrying out station policy and of minority participation on station boards of directors.

A review of the local stations' boards of directors as reported by the stations in the annual CPB survey compared the percentage of minority participation on station boards by: (1) selection process (appointment by an elected official; elected by station board members themselves and/or from among a station's subscribers; elected by the public at large and/or by a station's subscribers; or a combination of methods); and (2) Licensee type (community-controlled, university-controlled or controlled by a local or state authority—for example, local school districts, state boards of education or

state commissions created to operate public broadcasting stations). The breakdown of board compositions by the percentage of minorities is as follows.

TABLE I-1

Composition of Local Public Television Station Boards By Selection Process*

Selection Process**	Total	Minority	Percentage
A	970	110	11
B	373	42	11
C	93	13	13
D	607	80	13
E	229	16	6
F	346	40	11
TOTALS	2,618	301	11.5%

*Source: CPB October 1977 Management Information Systems (MIS) data.

**A) elected by station board members and/or from among a station's subscribers; B) appointed by an elected official, for example, the governor; C) elected by the public at large and/or by a station's subscribers; D) all other selection processes; E) combination of B & D; F) combination of public election and other selection processes.

As indicated in Table I-1, minorities represent 11.5 per cent (301) of the 2,618 public television station board members. The highest level of minority participation (13 per cent) occurred where station board members are elected by the public at large and/or by a station's subscribers (C) or are selected by other processes (D). The lowest level (6 per cent) occurred where there was a combination of appointment by an elected official and other methods of selection (E).

TABLE I-2

Composition of Local Public Radio Station Boards by Selection Process*

Selection Process**	Total	Minority	Percentage
A	293	49	16
B	343	35	10
C	42	11	26
D	378	19	5
E	52	4	7
F	41	2	4
TOTALS	1,149	120	10.4%

*Source: CPB October 1977 MIS data.

**A) Elected by station board members and/or from among a station's subscribers; B) appointed by an elected official, for example, the governor; C) elected by the public at large and/or by a station's subscribers; D) all other selection processes; E) combination of B & D; F) combination of public election and other selection processes.

Minorities represent 10.4 per cent (120) of the 1,149 public radio station board members, as Table I-2 indicates. The greatest level of minority participation 26 per cent (11 of 42 persons) occurred where board members are elected by the public and/or by a station's subscribers (C). The lowest level 4 per cent, (2 of 41 persons) occurred where there was a combination of public election and other selection processes (F).

TABLE I-3

Composition of Public Television Station Boards by Licensee Type*

Type	Total	Minority	Percentage
Community	1,721	205	11.9
University	554	45	8.1
Local	133	22	16.5
State and Other	210	29	13.8
TOTALS	2,618	301	11.5%

*Source: CPB October 1977 MIS data.

The lowest level of minority participation on public television boards 8.1 per cent (45 of 544 persons) was found in stations licensed to universities, as Table I-3 shows. The highest level 16.5 per cent (22 of 133 persons) was found among local licensees (for example, stations licensed to school districts or boards of education).

TABLE I-4

Composition of Public Radio Station Boards by Licensee Type*

Type	Total	Minority	Percentage
Community	149	34	22.8
University	869	56	6.4
Local	119	29	24.4
State and Other	12	1	8.3
TOTALS	1,149	120	10.4%

*Source: CPB October 1977 MIS data.

Local licensees had the highest levels of minority participation on public radio station boards—24.4 per cent (29 of 119 persons), while university licensees had the lowest—6.4 per cent (56 of 869 persons), as shown in Table I-4.

These figures reflect the fact that minorities are not adequately represented on public broadcast station boards of directors. Of the 3,767 public broadcast station board members across the country, minorities comprise 421 (11 per cent). The process whereby there is a combination of appointment by an elected official and other methods of election appears to be the greatest inhibitor to minority selection for public radio and television station boards. In both cases, stations licensed to universities had the lowest level of minority board participation.

The responses of 62 public broadcast station managers surveyed by the Task Force (40 television and 22 radio) appear to corroborate these findings about the low level of minority participation on public broadcast station boards. For example, 38.7 per cent (24) of the managers responding indicated that there are no minority members on their respective station's board of directors. Another 24 managers did not answer the question about minority board participation. A corollary finding is that 55 per cent (34) of the managers indicated that a question regarding their efforts to seek out minority candidates for board positions did not apply. (We must infer by these latter two findings that the managers have limited input into board selection, rather than that they have no need to select minorities.)

Further, nearly 70 per cent (43) of the 62 station managers responding said they believe that the development of minority support groups (volunteers and advisors) for the station is important. More than half (34) of the station managers said they had made an effort to establish such groups in their respective facilities, while 85.7 per cent (48) of the managers stated that there are presently no minority advisory boards which evaluate their station's programming. Finally, 55 of the managers (88.7 per cent) indicated that no minority organizations provide financial support to their stations.

Licensee Board Responsibilities

The station managers were also asked about the responsibilities of their respective boards in setting and carrying out policy for various station activities. Their responses indicated that the boards have more input into policy and budgetary matters than they do for programming, fund-raising and contract allocation. This factor, coupled with the managers'

responses indicating that discretionary decision-making authority is exercised at the station level, suggests that the station managers have a high level of autonomy in operating public broadcast stations.

For example, 77.4 per cent (48) and 79 per cent (49) of the station managers indicated that their boards have input into policy and budgetary matters, respectively, while only 32.3 per cent (20) said their boards are involved in personnel matters. On the other hand, programming, contract allocation and fundraising are responsibilities which seem to have limited board input. Only 9.7 per cent (6) of the 62 station managers surveyed said their boards are involved in program development, while 19.4 per cent (12) said their boards are involved in fundraising/station development activities, and 14.5 per cent (9) said the boards are involved in contract development.

Additionally, the station managers were questioned about the existence of written station policies covering the aforementioned areas. Their responses indicated that, although the board may not have specific responsibility for, or input into, certain station activities (for example, programming and fundraising), there were written station policies addressing these activities. For example, although only six station managers (9.7 per cent) said their boards have input into programming, 30 of the 62 managers (48.4 per cent) said their stations have written programming policies. While 19 managers (30.6 per cent) said their stations have written policies on fundraising, 12 (19.4 per cent) said their boards are responsible for this activity. Although the boards of 20 stations are involved in personnel matters, 56 of the 62 stations surveyed (90.3 per cent) have written affirmative action policies, and 18 (29 per cent) have written employment and training policies. Finally, while the boards of nine of the stations are involved in contract allocation, 16 of the stations (25.8 per cent) have written policies on vendors.

Equal Employment Opportunity Policy

All three national public broadcast organizations, (CPB, NPR and PBS) have equal employment opportunity (EEO) policies. In addition to its internal EEO policy, CPB in February 1974 adopted a policy outlining its position on EEO and CPB assistance to applicants for and recipients of its funds. That policy says, in part, "It is the policy of the Corporation for Public Broadcasting: (1) to fully comply with all applicable laws and regulations, including laws and regulations prohibiting discrimination against any person on the basis of race, color, religion, national origin, age or sex; and (2) to require that each recipient of assistance from the Corporation, whether in cash or in kind, comply with all such laws and regulations."[35]

However, the CPB Board acknowledged that CPB cannot investigate complaints of allegedly discriminatory practices by recipients of its assistance, but that it would "promptly refer" all such complaints to the appropriate government agency with jurisdiction.[36] This type of action does not reflect any determination on the part of CPB to monitor vigorously its grantees' EEO performance or to enforce compliance in the industry. Instead, CPB takes the position that, since it is not a federal agency, it cannot enforce federal regulations. In 1975, however, the Justice Department expressed the view that CPB is obligated to conduct oversight of Title VI compliance by its grantees. (Title VI of the 1964 Civil Rights Act bars discrimination on the basis of race, color, or national origin in any federally-funded program or activity.) At that time, it was recommended that CPB require recipients of its funds to sign contractual commitments to comply with Title VI provisions.[37] Nevertheless, CPB has refused consistently to assume any industry-wide EEO enforcement responsibility.

At present, confusion about EEO enforcement and compliance abounds in the public broadcast industry. This confusion is due largely to a lack of coordination and communication among those federal agencies with jurisdiction in this area, as well as limited resources to effectively carry out those tasks essential to improving the status of minorities in the industry. Recently, however, diverse federal agencies have recommended a series of initiatives relative to industry-wide EEO performance.

In June 1977, the Inter-Agency Task Force on Non-Discrimination in Public Broadcasting was convened to examine federal statutes and their enforcement and to develop an adequate program for assuring equal employment opportunity in public broadcasting. That Task Force addressed five specific areas: (1) the adequacy of existing statutes; (2) the adequacy of existing regulations; (3) the adequacy of coordination among the agencies; (4) the adequacy and uniformity of statistical information; and (5) the appropriate role of CPB, PBS and NPR in EEO enforcement.[38]

The Inter-Agency Task Force concurred in the belief that public broadcasting should be subject to existing EEO statutes and regulations. It also recognized the current lack of enforcement mechanisms for insuring industry-wide compliance with the spirit of existing non-discrimination legislation. Finally, the Task Force advocated a set of working relationships based on "memorandums of understanding" among those federal agencies with EEO enforcement responsibility.[39] Those agencies are the Federal Communications Commission (FCC), the Equal Employment Opportunity Commission (EEOC), and the Departments of Justice and Health, Education and Welfare (HEW).

The FCC and EEOC began developing a "memorandum of understanding" during the Inter-Agency Task Force deliberations. This memorandum defines an ongoing administrative relationship between the two federal agencies and the process for enforcing EEO laws in the broadcast industry. The agreement also calls for EEOC to provide guidance to the FCC in investigating charges which are outside EEOC's jurisdiction, for FCC to refer charges of discrimination to the EEOC and state agencies and for the FCC to notify the alleged discriminating broadcaster of the complaint referral.[40]

If properly administered, the agreement has the potential to reduce duplication of efforts relative to EEO and to increase the sharing of information between the two federal agencies. If this type of agreement is replicated by other agencies (for example, the Departments of Justice and Health, Education and Welfare, and by CPB itself), the system by which EEO in the broadcast industry is monitored and enforced can be streamlined and made more responsive. This "memorandum of understanding" is also significant in that it should enhance FCC's EEO monitoring capability.

EEO Enforcement in the Broadcast Industry

Created by the Communications Act of 1934, the FCC is empowered to license and regulate all broadcast media—public and commercial. As such, it is authorized to insure that the public interest, convenience and necessity will be served by all broadcasters. In carrying out its mandate, the FCC requires licensees to follow a policy of non-discrimination and affirmative action in employment. In addition, the U.S. Supreme Court has held that the FCC's role relative to EEO in

the broadcast industry is one means by which to insure that the industry's programming rightfully reflects the views of minority citizens.[41]

Industry compliance with EEO regulations is monitored primarily when the FCC processes the licensee's renewal application every three years and reviews the annual employment report—FCC Form 395—which licensees with five or more full-time employees are required to file with the Commission on or before May 31st of each year. To date, the Commission has not exercised fully its Congressional mandate to the fullest extent in carrying out a vigorous equal opportunity enforcement program in public broadcasting. Part of what the Minority Task Force considers a limited enforcement program is due to the lack of adequate staff support. For example, there are at present seven FCC staff members assigned to monitor the EEO plans of the 9,486 public and commercial radio and television stations across the country. Historical facts and simple human capacity would appear to indicate that neither the FCC nor any other agency could effectively monitor stations' compliance with equal opportunity laws.

Title VII of the Civil Rights Act of 1964, as amended by the Equal Employment Opportunity Act of 1972, established the EEOC to insure compliance with Title VII and to investigate charges of illegal job discrimination on the basis of race, color, religion, sex or national orgin in all employment practices, including hiring, firing, layoffs, promotion, wages, training, disciplinary action and other terms, privileges, conditions or benefits of employment. Title VII covers all private employers, state and local governments, educational institutions, labor organizations, joint labor-management apprenticeship programs and public and private employment agencies with 15 or more employees or members.

The Inter-Agency Task Force concluded that the EEOC has "probable jurisdiction" over most public broadcasting entities (for example, stations owned by universities, or by state or local governments, and which have 15 or more employees).[42] However EEOC's litigative authority must be prefaced by a finding of non-compliance by the Department of Health, Education, and Welfare (HEW).

HEW oversees Title VI of the Civil Rights Act of 1964 as well as Title IX of the Education Amendments of 1972. Title VI prohibits discrimination on the basis of race, color or national origin in any program or activity receiving federal financial assistance. Title IX forbids sex discrimination in federally-assisted educational activities.

To date, HEW has claimed jurisdiction for job discrimination only when that discrimination is directly related to the expenditure of federal funds (for example, in disbursing construction grants under the HEW Educational Broadcasting Facilities Program). Additionally, CPB has taken the position in the past that it is not covered by Title VI, because it is not a federal agency, and thus, it lacks enforcement power and authority. However, the Inter-Agency Task Force concluded that the structure and legislative history of this statute make clear that Title VI provisions were intended to apply to *all* recipients of federal funds.[43] Since public broadcasting is a recipient of federal funds, it, too, is subject to Title VI provisions, according to the Inter-Agency Task Force. CPB has mandated that its funds are not federal funds within the meaning of Title VI.

Further, the Inter-Agency Task Force noted that Title VI appears to mandate that recipients of federal funds develop specific monitoring procedures. It stated, however, that although CPB has included "equal opportunity terms" in its Community Service Grants to local stations, "there does not seem to be any monitoring of those provisions." It also noted that in the absence of specific authority to enforce Title VI, CPB could delegate to a federal agency, such as HEW, the responsibility for conducting Title VI compliance reviews of local stations' employment practices.[44]

Along with the EEOC, the Justice Department is empowered to carry out Title VII of the 1964 Civil Rights Act. However, the Department is responsible for enforcing only the public agencies' compliance with Title VII provisions. It also may act on cases referred to it by the EEOC. Additionally, the Justice Department is responsible for enforcing Title VI. While HEW oversees Title VI compliance—that is, its Office for Civil Rights may investigate complaints of discrimination in the public broadcast industry—the Justice Department is authorized to bring individual suits to enforce Title VI.

Therein lies the confusion about which agency has both the authority and the responsibility for monitoring and seeking compliance with applicable EEO laws in the public broadcasting industry.

During Congressional hearings in 1976, Representative Louis Stokes suggested that "the most effective level and scope of compliance and enforcement" could be achieved if CPB delegated its civil rights compliance and enforcement authority to HEW through a formal agreement.[45] Similarly, Representative Bella Abzug also advocated a stronger EEO enforcement posture in the public broadcast industry. She recommended that the Justice Department, as the law enforcement arm of the Federal Government, take a more active role and that it review the employment practices of CPB, investigate complaints and oversee CPB's EEO enforcement of its grantees.[46]

It is obvious that increased levels of support and a strong equal opportunity compliance policy are still needed to assure total minority involvement in public broadcasting, as well as protection from discriminatory employment practices. Two bills which have been submitted to Congress—H.R. 12021 and H.R. 12073—would provide the type of EEO posture necessary to achieve these goals. Both bills continue to set strict EEO enforcement guidelines. However, House Bill 11100 (the Administration's Public Broadcasting Financing Act of 1978), amending the 1934 Communications Act, addresses Title VI enforcement and/or compliance in a very indirect way. This is particularly noticeable at a time when the Administration advocates strengthening EEO enforcement. Earlier this year, the Senate and House Commerce Committees reported out S. 2883 and H.R. 12605, respectively. Both bills authorize long-range funding for public broadcasting. In reference to EEO, both bills give public broadcasting EEO enforcement and compliance responsibility to HEW and call for CPB to provide employment data needed to carry out that responsibility.

Future Public Broadcast Policy

"Carnegie Commission II" convened in 1977 to take another look at public broadcasting and to determine if its original design of the system is still valid. A decade earlier, the "Carnegie Commission I" had reviewed what was then commonly referred to as educational broadcasting and had coined the term "public broadcasting." Recommendations contained in that 1967 study resulted in the formation of the present public broadcasting structure, including the Corporation for Public Broadcasting. Although the study referred to the need for public broadcasting to serve the needs of "many separate

audiences,"[47] including those of inner city residents, no definitive provision for meeting the specific needs of minorities was included in the Commission's final report. While the second Commission is not establishing public broadcast policies, its final report will again have significant policy implications in shaping the future direction of the industry.

The Task Force anticipates that the Congress will soon adopt new legislation that will have an impact on many of the concerns addressed in this study. At present, the Congress is rewriting the Communications Act of 1934 and the Public Broadcasting Act of 1967. Previously, no provisions specifically referring to minority interests, needs and concerns were included in either pieces of legislation.

Two public broadcast financing bills currently before the Congress (H.R. 12605 and S. 2883) would increase the availability of noncommercial, educational and cultural radio and television programs to minorities and women, and would stimulate new efforts to expand ownership and employment opportunities for minorities and women in public broadcasting. (The Senate bill would also increase job training opportunities for minorities and women.) In addition, both bills would seek to facilitate access by independent program producers to the public broadcast program production and distribution system. Under the House bill, CPB would be required to expend "a substantial portion" of its funds on programming and to reserve "a substantial amount of funds for distribution to independent production entities.[48] As a later section of this report indicates, a large number of minority producers are independent (that is, they are not affiliated with public broadcast stations). Thus, they could possibly benefit from such a provision.

The Task Force believes *it is critically important that both the Carnegie Commission and the Congress correct their initial oversights and give priority consideration to the needs and interests of the diversity of racial and ethnic minorities in this country.* The Task Force hopes that the Carnegie Commission also will weigh the potential impact of all its policy recommendations on these minority publics and that the Congress will amend the Communications Act of 1934 and the Public Broadcasting Act of 1967 with a view toward ameliorating the status of minorities.

Finally, the industry is now creating a satellite interconnection system, a new means of distributing public radio and television programs to local stations. It is anticipated that this new system will decrease considerably the direct costs of distributing programs, as well as the cost of adding new stations to the system—particularly stations located in areas not now being serviced by public broadcast facilities. More important, however, the satellite interconnection will mean increased programming flexibility for local licensees. While the present interconnection system can carry only a single program to stations for live or taped use, the satellite interconnection will be able to carry multiple, simultaneous feeds (that is, the program feeds in the regular schedule *and* coverage of live events of broad interest). Thus, local licensees will have more programming options and more freedom of choice in providing diverse programs to their audiences.

The prospect of minorities gaining increased access to the public broadcast system as a result of the satellite interconnection, however, is "abysmally bleak," according to Curtis T. White, a Washington, D.C. attorney specializing in communications law. He adds:

> "In point of fact, the creation of the system under the present design will probably insure less access by minority communities to the public broadcast system than what is presently available. ...As opposed to pursuing the establishment of a low-cost, long-distance communications system for thousands of potential users, CPB chose a highly limited system (for approximately the same cost as the more versatile system), and further complicated the matter by entering into commercial sharing agreements with Western Union and determining that substantial transponder (channel) space would be required to transmit delayed programming to the different time regions of the country. To add greater confusion, however, the plan has not defined the status of the individual PTV (public television) licensee, and how the public is to gain access to the earth stations for the use of the "bird." In a nutshell, it appears that the minority communities and the public interest sector have been given hollow (as well as vague) promises of increased service."[49]

White urges that minorities "become involved in all remaining stages of development to insure access to the proposed public television satellite system." This involvement, he explains, should include "hard and frank discussions on responsibilities of PBS to insure the promulgation of guidelines for access to earth terminals. It should include discussions on the establishment of contractual agreements for minority organizations with preferential rates similar to the agreement with Western Union. And, most certainly, the process should include the delineation of time frames of availability of the system for the express purpose of achieving maximum impact of messages and programs sponsored and produced by minority communities."[50]

At present, the satellite interconnection design plans call for four PTV transponders to carry two basic signals—a national program service designed and distributed by PBS, and non-PBS programming designed and distributed by PBS member stations and their consortia. The PBS Board has set up a Transponder Allocation Committee (TAC) to develop guidelines and policy for these non-PBS programming hours, now estimated at approximately 80.5 hours between 9 a.m. and midnight.

TASK FORCE RECOMMENDATIONS—POLICY

To resolve the fundamental problems confronting the public broadcasting industry, specific policies must be established. These policies must guarantee total affirmative action—through full enforcement of applicable equal employment opportunity (EEO) statutes—and they must activate mechanisms for awarding federal funds *only* where assurance of full compliance can be given. Responsible action and follow-up on the part of policy-making boards and management at both the local station and national organizational levels are prerequisites to full industry-wide enforcement of existing guidelines.

Recognizing that there has been little or no coordination among federal agencies responsible for oversight enforcement of equal opportunity in public broadcasting, the Minority Task Force seeks implementation mechanisms and institutional relationships that will guarantee EEO monitoring and enforcement.

In addition, new policies must be developed and implemented, if minorities are to have access to, and participate fully in, all aspects of public broadcasting. Toward this end, the Task Force recommends that:

National Organizations

1. Congress provide long-range funding to public broadcasting, contingent upon the industry's consistent demonstration of significant progress toward equitable minority hiring, placement and programming practices. Semi-annual review, as well as annual oversight and reporting, shall be required to substantiate that progress.

2. Congress specifically address the concerns, needs and interests of minorities in its amendments to existing public broadcasting legislation and in drafting new legislation.

3. The "Carnegie Commission II" give priority consideration to the specific requirements and needs of minorities in the entire public broadcasting system and that it weigh all its recommendations relative to their potential impact on minorities.

4. The CPB Board and staff work closely with Congressional committees, subcommittees and other leaders as appropriate to assure that long-range funding to public broadcasting is awarded based on a comprehensive annual review of the industry's EEO performance.

5. The composition of the CPB Board include the diversity of minorities in the United States. CPB should urge the President of the United States to appoint CPB Board members accordingly. The composition of the NPR and PBS Boards should also reflect this diversity of minorities.

6. The Boards of the three national organizations (CPB, NPR and PBS) periodically monitor and evaluate the performance of their respective management staffs to insure that policy recommendations made by the Boards of Directors are implemented.

7. CPB establish an Equal Employment Opportunity Office within the Human Resources Development Department.

8. Each Board of the national organizations (CPB, NPR and PBS) have 15-member citizens' advisory committees to provide advice and counsel on all aspects of public broadcast policy. Such advisory committees should include the diversity of minorities in the United States who represent citizens at large. These advisory committees should meet at least quarterly.

9. CPB place a higher priority on the development of minority-controlled public broadcast facilities.

10. CPB, NPR and PBS Boards develop comprehensive policies on the hiring and utilization (selection and placement) of minority staff at all job levels and in all departments of their respective organizations.

11. The Boards of the three national public broadcast organizations mandate that all future industry job training programs, whether funded by the federal government or other sources, include allocations to provide for minority participation.

12. The HEW office of Education retain at least the present three per cent of the Emergency School Aid Act (ESAA) allocations for minority radio and television projects. Further, the Task Force recommends that HEW allocate specific ESAA funds to be awarded to minority contractors.

13. Board meetings of the three national organizations be announced and open to the public.

14. The "EEO and CPB Assistance Policy," adopted by the CPB Board on February 27, 1974, be revised so that Section IV clearly states that all recipients of CPB funds must be in compliance with EEO enforcement guidelines and policy *prior* to receipt of any Corporation funds.

15. CPB Community Service Grants to stations/licensees be awarded *only* after EEO performance critieria are met.

16. CPB continually monitor and assess all hiring practices and policies in effect at stations/licensees and determine whether or not they comply with applicable EEO policies.

17. NPR, in its annual request for funds from CPB, provide an accurate accounting from the CPB Radio Activities Department as to past and proposed fiscal year use of its funds, and their impact on specific, definable minority programs that have met and will meet the needs, values, sensitivities and concerns of minorities.

18. CPB or the organization given responsibility for transponder (channel) allocation provide a transponder which distributes only minority programming to PBS station affiliates.

19. The PBS Transponder Allocation Committee (TAC) revise its election/appointment procedures to insure the maintenance of adequate minority representation.

20. The CPB Human Resources Development Department (HRDD) keep local station staffs and boards/advisory committees informed about policies and activities of the national public broadcast organizations, particularly in the area of minority concerns.

Local Stations

The Task Force recommends further that:

1. The composition of the local stations' boards of directors include the diversity of minorities in the station's area of broadcast.

2. Licensees develop and use a standardized written policy to recruit and select persons to serve on boards of directors and/or citizens' advisory committees.

3. Station boards of directors/citizens' advisory committee meetings be announced and open to the public.

Other Agencies

The Task Force also recommends that:

1. The regional television organizations and networks comply with applicable EEO guidelines.

2. The Federal Communications Commission strengthen and expand its enforcement programs and staff. Its EEO policies for all licensees should be stated definitively. In addition, the FCC should make clear to all broadcast stations that it or other governmental bodies with enforcement powers will take immediate action in the event of any station's failure to comply with applicable EEO regulations.

3. The priorities of the HEW Educational Broadcasting Facilities Program be redefined to provide a more equitable share of available funds for minorities.

4. Monies budgeted specifically for minority programming not only be allocated, but also be used for that purpose by all broadcast and broadcast related agencies.

5. The present inquiries into additional and/or alternative funding mechanisms for public broadcasting be intensified and that Congress then mandate new funding sources which guarantee equitable minority representation throughout the system. The Task Force acknowledges that the present inadequate funding systems for public broadcasting continue to be a major problem. Thus, it is sometimes difficult to fund and develop minority programs.

IMPLEMENTATION STRATEGIES

National Organizations

1. In reviewing the public broadcasting industry's EEO performance to determine whether long-range funding should be continued, the Congress should consider that minimum criteria demonstrating significant progress include the placement of minorities in key decision-making positions, including

such positions as Chief Executive Officer, Program Director, Production Manager, Chief Financial Officer and other similar decision-making positions. There must also be significant demonstration of increases in funding, distribution and carriage of minority programming by the local stations. Should the assessment at the end of the first-year period reflect no significant change in performance or progression toward these goals at any individual station, CPB shall be required to withhold further funding to that station until specific criteria have been satisfied. The deficient station will be subject to funding on a one-year basis with semi-annual review and annual oversight. A steady increase in progress should be shown by the percentages of minority hiring and programming, which should, at the least, equal the percentages of minority individuals in the population.

2. Each Board of the national organizations should, in its published by-laws for elections, specify procedures to accomplish the full participation of minorities at the Board level. Minorities should be included on the Executive Committee, as well as on any short-term special committees that are formed by the national organizations' Boards.

3. The Task Force supports CPB President Henry Loomis' recommendation that a search and selection committee be established to suggest candidates for appointment to the CPB Board. If constituted, this committee should have adequate minority membership.

4. Each Board of the national organizations should establish and provide ongoing administrative and financial support to its citizens advisory committees. Such committees should be mandated to participate actively and on a regular basis with the national Boards at the full and committee levels. They should have access to all information necessary to carry out effectively their advisory function.

5. The CPB Board should establish an office with high budgetary priority which provides planning grants, matching capital, and operating funds to minority persons and organizations interested in acquiring public broadcast stations.

6. The CPB Board's Human Resources Development Committee should recommend immediately to the CPB Board that "a pre-grant review" plan be established. This plan will consist of a CPB review of employment survey data to determine whether a station is in compliance with all applicable EEO guidelines. Upon a finding of non-compliance, CPB will immediately refer such information to HEW (or any other federal agency with EEO enforcement *authority*). HEW (or another such agency) will then notify the station of its non-compliance status and allow the station a period not to exceed 60 days to comply. Federal funds to any station which fails to comply with applicable EEO guidelines subsequent to a finding of non-compliance should be terminated immediately.

7. The newly-created EEO Office within CPB should coordinate with other appropriate CPB staff to implement a pre-grant review plan to determine EEO compliance for all stations/licensees receiving CPB funds.

8. A three-member committee representing CPB, NPR and PBS should advise and assist CPB's EEO Office in reviewing and monitoring public broadcast stations' compliance with EEO policies. This committee should have adequate minority representation.

9. Each of the national public broadcast organizations' Boards immediately should develop minority hiring and utilization policies and cross-reference them with each other so that strength and consistency in minority hiring is assured on a "department-by-department" basis. The progress and process of minority hiring should become part of the agencies' reporting procedures to Congress and other governmental organizations.

10. The CPB Board should adopt an appropriate resolution (citing federal EEO guidelines) that mandates that all future industry job training programs, regardless of whether they are funded by federal government or other sources, include allocations to provide for minority participation.

11. CPB should provide federal EEO enforcement agencies with all data necessary to carry out their responsibilities in monitoring and seeking EEO compliance in the industry.

12. Announcements of all Board meetings of the national public broadcast organizations should be distributed to all segments of the population in a manner which provides proper advance notice.

13. PBS staff with satellite allocation responsibilities should include adequate minority representation. The Transponder Allocation Committee should recommend to the PBS Board that its election/appointment procedures be revised to insure the maintenance of adequate minority representation.

Local Stations

1. The CPB Human Resources Development Department should work directly with members of all appointed station boards to encourage the appointment of minorities in proportion to their numbers in the station's broadcast area.

2. CPB should request that the stations' board/advisory committee selection and recruitment policies be submitted as part of each station's annual report to the Corporation.

3. Where station boards of directors are also responsible for other agencies (for example, school district boards and university boards of regents) and are elected to office, stations should create a separate citizens' advisory committee which is reflective of the racial, ethnic, sex and socioeconomic characteristics of the population in the station's area of broadcast. These separate committees should have specific decision-making and advisory responsibilities in the areas of: a) programming; b) funding; and c) station development. The relationship between the committee, station staff, and management should be put in writing at every station.

4. CPB's EEO Office should periodically review the composition of local station boards and advisory committees to ascertain the extent to which they reflect adequate minority representation. CPB funding to the stations should be adjusted or withheld in the event that minorities are not adequately represented on these boards/committees.

5. Announcements of all local station Board meetings should be made where all segments of the population are able to read/hear about meetings at least one week in advance.

6. CPB qualification criteria for all stations should be revised and expanded to include recommendations made in this and other reports (for example, the reports of the Essentials Panel and the Women's Task Force) in order to make public broadcasting stations equal in practice to the spirit of various CPB Board resolutions.

Other Agencies

1. HEW should retain at least the present three per cent Emergency School Aid Act (ESAA) allocations for minority television projects. HEW should also allocate funds for minority radio projects, which are part of the proposed ESAA renewal legislation. Additionally, the staff of CPB's Human Resources Development Department should immediately draft a resolution for the CPB Board which recommends that HEW allocate specific ESAA funds to be awarded to minority contractors.

FOOTNOTES

[1] Public Broadcasting Act of 1967, *op. cit.*, Section 396, "Purposes and Activities of the Corporation" (g) (1) (A).

[2] *Ibid.*, "Board of Directors" (c) (2) (A) and (B).

[3] The Inter-Agency Task Force was convened in response to a recommendation contained in the "Summary of Findings and Recommendations on the Enforcement of Equal Opportunity and Anti-Discrimination Laws in Public Broadcasting: Report by the Sub-committee on Communications of the Committee on Interstate and Foreign Commerce," U.S. House of Representatives, 95th Congress, First Session, Committee Print 95-12, April 1977. The House Communications Subcommittee, chaired by Representative Lionel Van Deerlin, appointed representatives of the Justice Department, the Federal Communications Commission, the Equal Employment Opportunity Commission and the Department of Health, Education, and Welfare to serve as members of the Inter-Agency Task Force.

[4] "Report of the Inter-Agency Task Force on Non-Discrimination in Public Broadcasting," submitted to the Subcommittee on Communications of the Committee on Interstate and Foreign Commerce, U.S. House of Representatives (Washington, D.C., January 1978), p.3.

[5] CPB Board resolution dated July 14, 1976.

[6] CPB Board resolution dated June 11, 1975.

[7] CPB Board resolution dated October 8, 1975.

[8] *Ibid.*

[9] CPB Board resolution dated November 12, 1975.

[10] CPB Board resolution dated September 14, 1977.

[11] *Ibid.*

[12] CPB Board resolution dated October 23, 1974.

[13] CPB Board resolution dated January 12, 1977.

[14] Memorandum, "Board Resolutions Status Report," from Thaddeus Garrett, Jr., then Vice President for Human Resources Development, to the CPB Board's Human Resources Development Committee, dated May 11, 1978.

[15] *Ibid.*, p. 1. [16] *Ibid.* [17] *Ibid.*, p. 2. [18] *Ibid.* [19] *Ibid.* [20] *Ibid.* [21] *Ibid.*

[22] *Black Journal*-CPB Board resolution dated September 24, 1968; *Woman Alive*—CPB Board resolution dated October 23, 1974; *Realidades—Ibid; Were You There?*—CPB Board resolution dated May 14, 1975; *Women In Art*—CPB Board resolution dated June 9, 1976.

[23] Memorandum, "Board Resolutions Status Report," *op. cit.*, p.4.

[24] *Public Radio: The Next Step*, NPR, Washington, D.C., p. 22.

[25] NPR Board resolution dated March 31, 1976.

[26] *Ibid.*

[27] PBS By-Laws, as amended February 4, 1977, p. 5.

[28] PBS Board resolution submitted by the Committee for Minority and Women's Affairs, dated October 24, 1974.

[29] *Ibid.* [30] *Ibid.*

[31] "Public Television Self-Evaluation," Policy on Public Television Initiatives for Service to Minorities and Women, PBS Board of Directors, June 24, 1977.

[32] *Ibid.*

[33] "Employment, Equal Opportunity Incentives of the National Public Broadcasting Organizations, Calendar Year 1977," submitted by the Corporation for Public Broadcasting as a part of its budget proposal, January 23, 1978, and prepared by CPB in cooperation with National Public Radio and the Public Broadcasting Service.

[34] *Ibid.*, p. ii.

[35] CPB Board resolution dated February 27,1974. [36] *Ibid.*

[37] Letter dated March 26, 1975 from J. Stanley Pottinger, then Assistant U.S. Attorney General, Civil Rights Divison, U.S. Department of Justice, to Thomas Gherardi, then CPB General Counsel.

[38] "Report of the Inter-Agency Task Force on Non-Discrimination in Public Broadcasting," *op. cit.*, p. 2.

[39] *Ibid.*, pp. 3, 6.

[40] *Federal Register*, Vol. 43, No. 60, March 28, 1978, pp. 12936-12937.

[41] *NAACP* v. *Federal Power Commission*, 425 U.S. 662 (1976).

[42] Inter-Agency Task Force Report, *op. cit.*, p. 10.

[43] *Ibid.*, p. 7. [44] *Ibid.*, p. 9.

[45] "Enforcement of Equal Opportunity and Anti-Discrimination Laws in Public Broadcasting," hearing before the Subcommittee on Communications of the Committee on Interstate and Foreign Commerce, U.S. House of Representatives, 94th Congress, Second Session, Serial No. 94-139 (Washington, D.C. August 9-10, 1978), p. 3.

[46] *Ibid.*, p. 15.

[47] *Public Television: A Program for Action*, *op. cit.*, p. 14.

[48] Report No. 95-1178, Public Telecommunications Financing Act of 1978, U.S. House of Representatives, 95th Congress, Second Session, May 1978, p. 20.

[49] Paper entitled "Satellite Development in Public Broadcasting and its Impact on Minority Communities and Institutions," submitted to the Task Force by Curtis T. White, partner Hayes and White law firm, March 1978.

[50] *Ibid.*

Chapter Two

Employment of Minorities in Public Broadcasting

Introduction

There are numerous local, state and federal statutes pertaining to equal opportunity and nondiscrimination in employment against so-called "protected classes" (for example, minorities, women and the handicapped). Interpretation and application of these laws are important because they serve as the basis for the local stations' affirmative action plans. The scope of these laws varies, with the federal laws usually being considered more effective in eradicating the vestiges of discrimination. However, not all local public broadcast stations have affirmative action plans which are based on federal laws. Although federal laws are to take precedence over state and local laws, many stations, which are controlled by state or local authorities, still have affirmative action plans which are based on the laws of the jurisdiction in which the station is located. The magnitude of this problem becomes apparent when one considers that 80.8 per cent (147) of the public radio stations and 72.6 per cent (196) of the public television stations are currently controlled by either universities, local authorities or state-wide organizations, according to the 1978 CPB survey of local stations' boards of directors. Regardless of the basis for the stations' affirmative action plans, however, the Task Force was concerned about whether or not these plans had had an impact upon the employment and career advancement opportunities of minorities in public broadcasting.

Another important problem pertains to the confusion—described in the preceding chapter—about which federal agency has the authority and the resources to monitor and seek compliance with applicable equal employment opportunity (EEO) statutes in the public broadcast industry. In the absence of adequate EEO enforcement, the opportunity for non-compliance in the industry multiplies.

Thus, the primary goal of the Task Force employment investigation was broadly defined as: "TO DETERMINE LEVELS AND TRENDS OF MINORITY EMPLOYMENT AND AFFIRMATIVE ACTION EFFORTS AT THE NATIONAL AND LOCAL LEVELS."

The following section reports the findings of this aspect of the Minority Task Force investigation:

1. Of the 10,865 full-time public broadcast employees, 1,539 (14.1 per cent) are minorities. Minorities represent 14 per cent (1,178 of 8,486) of the public television employees; 13 per cent (233 of 1,855) of the public radio employees; and 24 per cent (128 of 524) of the national public broadcast organizations' employees.

2. Of the 125 total CPB employees, 65 (54 per cent) are females and 42 (34 per cent) are minorities.

3. Of the 157 NPR employees, 64 (41 per cent) are females and 28 (18 per cent) are minorities.

4. With respect to PBS, which has 242 employees, women comprise 50 per cent (120 persons) and minorities 24 per cent (58 persons).

5. Few minorities serve as "key decision-makers" (for example, Chief Executive Officer, Program or Production Manager, Chief Engineer, or Chief Financial Officer) in public broadcasting. In 1978, of the 583 total key decision-makers in public television, 16 (2.7 per cent) are minorities. Of the 328 total key public radio decision-makers, 18 (5.4 per cent) are minorities.

6. Of the 15 "primary decision-makers" in the three national public broadcast organizations (for example, President, Executive/Senior Vice President, Chief Financial Officer, Chief Program Officer, General Counsel or their equivalents), only one (6 per cent) is a minority. This single minority—at NPR—represents 33 per cent (one of three) of the general counsels in the national organizations and 16 per cent (one of 6) of the primary decision-makers at NPR. In contrast, minorities comprise 42.7 per cent (59 of 138) of the persons occupying office/clerical positions at the three national organizations.

7. Minorities are under-represented in engineering jobs in public broadcasting. The lowest percentage of minority participation in any job category was that of Chief Engineer. Only one (.7 per cent) of the 134 public television chief engineers is a minority, while two of the 75 persons (2 per cent) holding this title in public radio are minorities.

8. Whether at the national organizations or at the local stations, minorities—most of whom are female—consistently appear in the traditionally lower-salaried jobs (for example, clerical or clerically-related jobs). Minorities comprise 42.7 per cent (59 of 138) of those holding office clerical positions at the national organizations and 26.2 per cent (437 of 1,662) of those holding such positions at the local stations.

9. Approximately 51 per cent (94 of 184) of the public radio licensees and 16 per cent (26 of 160) of the public television licensees have no minority employees.

10. Many CPB reports submitted to Congress and other governmental bodies present industry employment data, particularly those data pertaining to minority employment levels, in total percentages without also presenting numerical data or departmental designations; this distorts the actual representation of minorities at various employment levels.

11. The current FCC Form 395 employment reporting system—which is used by CPB, NPR, and PBS—is inad-

equate, and results in data which are misleading. In reporting only job categories (for example, officials and managers, professionals, technical and clerical), the FCC Form 395 provides little indication as to the specific job titles and, more important, the job responsibilities of employees within the aforementioned categories.

12. All three national public broadcast organizations (CPB, NPR and PBS) have internal affirmative action plans.

13. Of the 62 station managers (40 television and 22 radio) responding to the Task Force management questionnaire, 24.2 per cent (15) indicated their stations have written policies on staffing.

14. Ninety per cent (56) of the station managers reporting said their stations have written policies on affirmative action, but only 29 per cent (18) have a written policy on employment and/or training.

15. All 62 managers responding indicated that their stations have operational affirmative action plans. Forty-five per cent (28) stated that their respective station's plans are based on local EEO guidelines, while 43 per cent (27) indicated their plans are based on national EEO guidelines. Ten per cent (6) of the station managers said they were not sure of the basis of their station's affirmative action plans.

16. Of the 62 station managers responding to the Task Force management questionnaire, 91 per cent (58) said they hold the highest level of management responsibility in their respective facilities.

17. Nearly 30 per cent (18) of those managers said they had been in their present positions for seven or more years, while the average length of time in the present position was approximately five years.

18. Before becoming station managers, 21.7 per cent (10) of the 62 managers responding to a Task Force questionnaire were program managers.

19. Approximately 25 per cent (or 16) of those managers reporting had no definable broadcast station experience prior to holding their present positions. About 85 per cent (53) of the station managers responding had previous management experience which may or may not have been broadcast-related.

20. Minority station employees generally have less information about station activities than do non-minorities, according to employee responses to the Task Force employment questionnaire. The experience of some Task Force members and testimony during the Task Force's public forums indicate similar situations with minorities outside the stations as well.

21. Staff for minority programs are most often recruited from outside the station, while staff for general audience programs are usually recruited from within the station's existing employee population.

22. Although minorities, non-minorities, males and females responding to the Task Force employment questionnaire had the same types of career aspirations (generally, to become a producer/executive producer), non-minority males and males in general were more optimistic about their chances of achieving their goals than were females, particularly minority females. Of the 2,025 employees responding, 73 per cent (385) of the males rated their chances as "good to excellent," while 61 per cent (338) of the females did so. Only 48 per cent of the minorities (151), compared to 70 per cent of the non-minorities (753), said their chances were "good to excellent." Of the minority females, 54 per cent (89) rated their chances in this manner, while 46 per cent (57) said their chances were "fair to poor."

23. A greater proportion of minorities, 60.9 per cent, (201) than non-minorities 46.3 per cent (134) had no supervisory responsibilities. Minority females tended to have the least amount of supervisory responsibility—61.9 per cent (99) reported having no supervisory responsibility.

24. Minorities have less input into budget planning and/or control than do non-minorities. Only 28.5 per cent (93) of the minority employees responding, compared to 47.3 per cent (761) of the non-minority employees, have some input in budget planning.

25. Of the 2,025 station employees responding, men usually had more full-time experience in their present stations than did women. Some 36.9 per cent (417) of the men, compared to 40.4 per cent (353) of the women, reported having two years or less of full-time experience at their present stations.

26. Minorities, especially minority females, had a shorter length of full-time employment in their present stations than did non-minorities, according to responses to the Task Force employment questionnaire. About 51.4 per cent (175) of the minorities and 41.1 per cent or 670 of the non-minorities reported having two years or less of full-time experience at their present stations. Minority females generally had less than one year of full-time employment at their present stations.

27. There were no significant differences according to race in terms of the employees' average length of employment in the broadcast industry—generally, three to six years.

28. In terms of average length of employment in the broadcast industry, there were significant differences according to sex. While male employees averaged about three years of broadcast experience, females averaged approximately two years.

29. Although minority and non-minority males had approximately equal job classifications (for example, professional jobs), the salary range for the latter group was significantly higher. While non-minority males earned approximately $15,000 to $17,000 annually, minority males earned about $13,000 to $15,000-per-year.

30. Compared to other employees, minority females had the lowest salary levels, approximately $7,000 to $9,000 annually.

31. Of the female employees, 33 per cent (287 of 856) held clerical or clerically-related jobs. Nearly half—45.4 per cent (67 of 165)—of the minority females occupied these types of positions.

32. While 53.5 per cent (69 of 129) of the minority men reporting and 54.9 per cent (62 of 113) of the minority women stated that affirmative action programs had either "moderate" or "great" influence on their hiring, 24.1 per cent (41 of 170) and 25 per cent (36 of 149), respectively, said such programs had no relevance to them.

A Look at the Present Employment Figures

If one looks at the total percentages for minority employment in the public broadcast industry, one might say "not bad." However, reporting the combined percentages without also presenting numerical support data or departmental designation—as CPB and others in the industry now do—distorts the actual number of minority employees in public broadcasting as well as their relative decision-making authority. As the following section of this report indicates, *few minorities are employed in decision-making positions at the national or local level in public broadcasting.* A cursory review of employment data for public broadcast organizations (see Table II-1) would indicate that there is a high level of minority participation in public broadcasting, especially at the national level.

TABLE II-1

Total Full-Time Minority Employees in Public Broadcasting in 1978*

	Total Employees	Minorities	Percentage
Public Television	8,486	1,178	13.8
Public Radio	1,855	233	12.5
National Organizations (CPB, NPR, and PBS)	524	128	24.4
TOTALS	10,865	1,539	14.1%

*Source: "Equal Opportunity: Efforts and Accomplishments," CPB Report to Congress, (Corporation for Public Broadcasting, Washington, D.C., May 1, 1978).

As indicated in Table II-1, there are at present 10,865 full-time public broadcast employees, of whom 1,539 (14.1 per cent) are minorities. Minorities also represent 14 per cent (1,178 of 8,486) of the public television employees and 13 per cent (233 of 1,855) of the public radio employees. Within the national organizations, minorities comprise 24.4 per cent (or 128) of the 524 total employees.

TABLE II-2

Minorities Employed at the National Organizations in 1978*

National Organizations	Total Employees	Minorities	Percentage
CPB	125	42	33.6
PBS	242	58	23.9
NPR	157	28	17.8
TOTALS	524	128	24.4%

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

Table II-2 indicates that the 24.4 per cent minority population in the national public broadcast organizations is represented by a high of 33.6 per cent (42 of 125) minorities at CPB and a low of 17.8 per cent (28 of 157) at NPR. The PBS minority population (58 persons) represents 23.9 per cent of the total employee population (242) of that organization.

TABLE II-3

Minorities by Job Categories at CPB in 1978*

Job Category	Total Employees	Minorities	Percentage
Officials	23	6	26
Managers	24	4	17
Professionals	24	5	21
Technical	17	9	53
Support	37	18	49
TOTALS	125	42	33.6%

*Source: "Equal Opportunity, Efforts and Accomplishments," *op. cit.*

As Table II-3 indicates, minorities represent 26 per cent (6 of 23) of the officials and 17 per cent (4 of 24) of the managers at CPB. Minorities also comprise 21 per cent (5 of 24) of those employees classified as professionals. Minorities represent a disproportionately high number of the technical staff in the Corporation 53 per cent (9 of 17), and of the support (office clerical) positions as well, 49 per cent (18 of 37). Minorities in office/clerical positions comprise 42 per cent (18 of 42) of CPB's entire minority employee population.

TABLE II-4

Minorities by Job Categories at NPR in 1978*

Job Categories	Total Employees	Minorities	Percentage
Officials/Managers	18	4	22
Professionals	64	7	11
Technical	49	4	8
Support	26	13	50
TOTALS	157	28	17.8%

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

The findings for NPR are similar to those for CPB. Table II-4 indicates that four minorities represent 22 per cent of the 18 officials and managers at NPR. Seven of the 64 professionals (11 per cent) at NPR are minorities, while only four of 49 (8 per cent) of the technical positions are held by minorities. The support (office/clerical) positions are again over-represented by minorities (50 per cent, 13 of 26). Minorities in support positions at NPR represent 46 per cent (13 of 28) of the entire NPR minority population.

TABLE II-5

Minorities by Job Categories at PBS in 1978*

Job Categories	Total Employees	Minorities	Percentage
Officials/Managers	59	5	8
Professionals	57	11	19
Technical	51	14	27
Support	75	28	37
TOTALS	242	58	23.9%

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

Table II-5 indicates that the 24 per cent minority population at PBS breaks down as follows: 8 per cent (5 of 59) of the officials and managers; 19 per cent (11 of 57) of the pro fessionals; and 27 per cent (14 of 51) of the technical staff. Once again, minorities comprise the bulk (37 per cent, 28 of 75) of the support (office/clerical) staff. Minorities in support positions represent 48.2 per cent (28 of 58) of the entire minority population at PBS.

TABLE II-6

A Comparison of the National Organizations' Minority Employment Levels in 1978*

Job Category	Total Employees			Total Number	Number Minorities			Total Minorities	Percentage			Total Minority Percentage
	CPB	NPR	PBS		CPB	NPR	PBS		CPB	NPR	PBS	
Officials/ Managers	47	18	59	124	10	4	5	19	21	22	8	15.3
Professionals	24	64	57	145	5	7	11	23	21	11	19	15.8
Technical	17	49	51	117	9	4	14	27	53	8	27	23.0
Support	37	26	75	138	18	13	28	59	49	50	37	42.7
TOTALS	125	157	242	524	42	28	58	128	33.6%	17.8%	23.9%	24.4%

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

The combined employment findings for the three national public broadcast organizations (see Table II-6) indicates that 19 of the 124 officials and managers (15.3 per cent) are minorities; 23 of the 145 professional positions (15.8 per cent) are held by minorities; 27 of the 117 technical positions (23 per cent) are held by minorities; and 59 of the 138 support (office clerical) positions (42.7 per cent) are held by minorities. In the aggregate, the 59 minorities occupying support positions represent 46 per cent of the total minority population (128) in the three national organizations. With the exception of an inordinate number of persons in the support positions, the national organizations would seem to have demonstrated an exceptional minority employment record. The discrepancies occur when the level of minority employment by departments and decision-making power, as well as by the FCC Form 395 job categories, is examined.

TABLE II-7

Minority Primary Decision-Makers at the National Organizations in 1978*

Representative Officers	Total Employees CPB	PBS	NPR	Total Number	Number Minorities CPB	PBS	NPR	Total Minority	Percentage CPB	PBS	NPR	Minority Percentage
President	1	1	1	3	0	0	0	0	0	0	0	0
Executive/Senior Vice President	1	1	2**	4	0	0	0 00	0	0	0		
Chief Financial Officer	1	1	1	3	0	0	0	0	0	0	0 0	
Chief Program Officer		1	1	2		0	0	0		0 0	0	0
General Counsel	1	1	1	3	0	0	1	1	0	0	10	33
TOTALS	4	5	6	15	0	0	1	1	0	0	16%	6%

*Source: Data supplied by the Offices of the Executive/Senior Vice President for CPB, NPR and PBS, May 31, 1978.

**Executive/Senior Vice President (the second in command) is, in the case of PBS, the Senior Vice President for Development and Administration. At NPR, this responsibility is shared by two persons—the Senior Vice President for Program Distribution and the Senior Vice President for Representation.

Table II-7 indicates that, of the 15 total primary decision-makers (President, Executive/Senior Vice President, Chief Financial Officer, Chief Program Officer, General Counsel or their equivalents) at the three national organizations, only one—at NPR— (6 per cent) is a minority). This single minority group member at NPR represents 33 per cent (one of 3) of the general counsels in the national organizations, and 16 per cent (one of 6) of the primary decision-makers at NPR.

TABLE II-8

Total Minority Employment for Public Broadcast Stations in 1978*

	Total Employees	Minorities	Percentage
Public Television	8,486	1,178	13.8
Public Radio	1,855	233	12.5
TOTALS	10,341	1,411	13.6%

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

A review of the employment figures for local public broadcast stations reveals that, although public television employs a slightly higher percentage of minorities, public radio employs more minorities in upper echelon positions.

Table II-8 shows that of the 8,486 full-time employees reported at public television stations, 1,178 (13.8 per cent) are minorities, while 233 (12.5 per cent) of the 1,855 full-time employees in public radio stations are minorities. So, 13.6 per cent (1,411) of the 10,341 public broadcasting station employees are minorities.

TABLE II-9

Total Minority Employment for Public Broadcast Stations by Job Category in 1978*

Job Category	Total Employees	Minorities	Percentage
Officials/Managers	2,465	167	6.7
Professionals	3,505	401	11.4
Technical	2,482	304	12.2
Support	1,662	437	26.2
Trainees	227	102	44.9
TOTALS	10,341	1,411	12.4%

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

The job category breakouts found in Table II-9 indicate that 6.7 per cent (167) of the 2,465 officials and managers in public broadcasting stations are minorities; 11.4 per cent (401) of the 3,505 total professionals are minorities; and that 12.2 per cent (304) of the 2,482 technical positions are held by minorities. Minorities employed in support (office/clerical) positions (437) represent 33 per cent of the entire public broadcast station minority population (1,309 persons excluding trainees). Minorities also represent 44.9 per cent (102) of the 227 trainees listed.

TABLE II-10

A Comparison of Public Radio and Television Minority Employees by Job Category*

Job Category	Total Employees TV	Radio	Minorities TV	Radio	Percentage TV	Radio
Officials/ Managers	1,661	804	95	72	6	9
Professionals	2,889	616	325	76	11	12
Technical	2,268	214	276	28	12	13
Support	1,522	140	400	37	26	26
Trainees	146	81	82	20	56	25
TOTALS	8,486	1,855	1,178	233	13.9%	12.6%

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

When the employees in the various job categories are separated by broadcast medium, as is the case in Table II-10, there is a slight difference between television and radio with radio faring slightly better. Public radio stations have a higher percentage of minority officials and managers 9 per cent (72 of 804) than does television 6 per cent (95 of 1,661); minority professionals 12 per cent (76 of 616), as compared to 11 per cent (325 of 2,889); and minorities in technical positions 13 per cent (28 of 214), compared to 12 per cent, (276 of 2,268). Both television and radio stations reported 26 per cent minority populations in the support (office clerical) positions (400 of 1,522 for television, and 37 of 140 for radio). Only in the trainee category did television stations indicate a higher minority percentage than that of public radio 56 per cent (82 of 146) for television, as compared to 25 per cent (20 of 81) for radio.

TABLE II-11

Minority Employment Trends in Public Radio and Television Stations from 1972-1977*

Year	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
1972	5,734	840	550	59	9.6	7.0
1974	6,763	1,140	757	98	11.2	8.6
1976	7,590	1,536	918	146	12.1	9.5
1977	7,881	1,677	1,004	198	12.7	11.8

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

Collectively, public television stations have had a consistently higher percentage of minorities in their work force than have public radio stations. In both cases, the percentage of minority employees has risen from 1972 to 1977, as shown in Table II-11.

TABLE II-12

Minorities at Officials/Managers Level at Public Radio and Television Stations from 1972-1978*

Year	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
1972	1,377	429	49	19	3.5	4.4
1974	1,450	580	67	21	4.6	3.6
1976	1,578	702	82	43	5.2	6.1
1977	1,574	761	74	95	4.7	9.0
1978	1,661	804	95	72	5.7	9.0

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

Despite the fact that minorities represent a higher percentage of the public television employee population—13.9 per cent for television, compared to 12.6 per cent for radio (see Table II-10)—in every year reported except 1974, the percentage of minority officials and managers has been higher for public radio stations than for public television stations, as Table II-12 shows.

TABLE II-13

Minority Officials and Managers at Public Radio and Television Stations between 1977-1978*

	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
Officials						
1977	761	394	20	21	2.6	5
1978	784	414	30	27	3.8	7
Managers						
1977	813	367	54	45	6.6	12
1978	877	390	65	45	7.4	12

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

When the officials and managers job categories are separated, as in Table II-13, a comparison of public radio and television between 1977-78 can be readily made. In each case, the percentage of minority public radio officials is nearly twice as high as that for television. In 1977, 2.6 per cent (20 of 761) of the public television officials were minorities, compared to 5 per cent (21 of 394) for public radio. A year later, 3.8 per cent (30 of 784) of the public television officials are minorities, compared to 7 per cent (27 of 414) minority officials in public radio. While the percentage of minority managers remained constant in public radio between 1977 and 1978 (12 per cent), their percentage increased only slightly in public television during that time (from 6.6 per cent to 7.4 per cent).

TABLE II-14

Minority Professionals at Public Radio and Television Stations from 1972-78*

Year	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
1972	1,186	177	101	10	8.5	5.6
1974	2,008	267	207	43	10.3	16.1
1976	2,372	450	242	43	10.2	9.6
1977	2,598	522	280	63	10.8	12.0
1978	2,889	616	325	76	11.2	12.0

*Source: "Equal Opportunity: Efforts and Accomplishments," *op. cit.*

Table II-14 provides the same type of comparison for professional level positions. In both public television and radio, the number and percentage of minority professionals has risen between 1972 and 1978. Although the number of minorities in professional jobs in local public radio stations (43) remained unchanged between 1974 and 1976, their percentage decreased from 16.1 per cent to 9.6 per cent during that time and still has not returned to the previous level. Similar breakouts are not presently available for technical or support positions.

A review of the local public broadcasting licensees' employment figures[1] indicates that *51 per cent (94 of 184) of the public radio licensees and 16 per cent (26 of 160) of the public television licensees have no minority employees.* In addition, 59 per cent (108 of 184) of the public radio licensees, and 33 per cent (52 of 160) of the public television licensees have no minority staff in the top three job categories (officials, managers and professionals).

In order to conduct a more realistic and in-depth analysis of job positions within the FCC Form 395 job categories, the specific job codes utilized by the CPB Management Information Systems (MIS) Department in its annual employment survey of local stations must be reviewed. The addition of specific job codes represents CPB's attempt to expand, and thus improve, the means by which employment data are collected and reported. The effect of the CPB modification is a more easily comprehensible reading of not only the actual position of various public broadcast staff members, but also of their decision-making authority, or lack of it.

Given specific job titles, those positions that represent the primary decision-making powers in the local stations can be identified. Thus, the "key decision-makers" can be distinguished from other officials and managers. The former are persons who, by virtue of their responsibility in the day-to-day functioning of the station, hold all primary decision-making power. They are as follows:

1. General Manager/Station Manager (Chief Executive Officer)
2. Program Manager
3. Production Manager (less true with radio than with television)
4. Chief Engineer
5. Business/Finance Manager (Chief Financial Officer)

The comparison of public radio and television station decision-makers shown in Table II-15 includes four of these five positions. Data on the fifth, program decision-makers, are contained in the programming section of this report.

TABLE II-15

A Comparison of Minority Decision-Makers in Public Radio and Television Stations in 1978*

Job Category	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
Officials/ Managers	1,649	776	96	66	5.8	8.5
Key Decision-Makers	583	328	16	18	2.7	5.4

*Source: CPB 1978 MIS Data.

Comparing the number of officials and managers with that of the key decision-makers, particularly with respect to the percentage of minorities, provides the information found in Table II-15. Again, minority representation in public radio is slightly better than in public television. If the 10 minority key decision-makers outside the continental United States (that is, those minorities employed by minority-controlled public television stations in Alaska, Hawaii, Puerto Rico and the Virgin Islands) are extracted from the figures above, then the number of minority key decision-makers in public television decreases. Therefore, *only six (or .9 per cent) of the key public television decision-makers in the continental United States are minorities.*

TABLE II-16

Minority Chief Executive Officers in Public Radio and Television Stations in 1978*

Job Category	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
Chief Executive Officer	16	4	0	0	0	0
President	23	1	1	0	4	0
General Manager	97	69	3	4	3	6
Station Manager	24	66	0	4	0	6
Director/Head	6	11	1	0	17	0
Vice President	17	1	1	0	6	0
TOTALS	193	152	6	8	3%	5%

*Source: CPB 1978 MIS data.

The data indicate that few minorities head public broadcast stations, KLTable II-16 shows that, in 1978, *only 5 per cent (8 of 152) of the public radio and 3 per cent (6 of 193) of the public television chief executive officers are minorities.* In 1977, these figures were 9 per cent (8 of 86 persons) and 2 per cent (5 of 189 persons), respectively.

TABLE II-17

Minority Production Managers in Public Radio and Television Stations in 1978*

Job Category	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
Station Executive Producer	14	2	1	0	7	0
Production Manager	55	11	4	1	7	9
TOTALS	69	13	5	1	7%	8%

*Source: CPB 1978 MIS data. These data do not include Puerto Rico, which was late reporting its employment figures.

Table II-17 shows that minority participation at the production manager level is only slightly greater than that at the previous level—chief executive officer level. *Five of the 69 production managers (7 per cent) in public television are minorities, while one of 13 (8 per cent) of the public radio employees in this category is a minority.* In 1977, minorities comprised four per cent (three of 73) of the public television production managers. This addition of two persons between 1977 and 1978 represents a 60 per cent increase in the number of minority public television production executives. Also in *1977, minorities comprised 18 per cent (4 of 22) of the public* radio production managers. This loss of three persons between 1977 and 1978 represents a 75 per cent decrease in the number of minority production executives in public radio.

TABLE II-18

Minority Chief Engineers in Public Radio and Television Stations in 1978*

Job Category	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
Vice President for Engineering and Operations	6	0	0	0	0	0
Vice President for Engineering	1	0	0	0	0	0
Director of Engineering	42	8	0	0	0	0
Chief Engineer	85	65	1	3	1	5
TOTALS	134	73	1	3	.7%	4%

*Source: CPB 1978 MIS data.

The lowest percentage of minority participation found in any job category was that of chief engineer. (See Table II-18.) *Of the 134 public television chief engineers, only one (.7 per cent) is a minority.* This one Asian male represented the Hawaii station. Therefore, there are no minorities in public television executive engineering positions in the continental United States. In 1977, of the 140 persons holding executive engineering positions in public television, again, only one (.7 per cent) was a minority.

As for public radio in 1977, two of the 75 engineering executives (2 per cent) were minorities. At present, *three of the 73 persons holding this title in public radio (four per cent) are minorities.* This addition of one person between 1977 and 1978 represents a 50 per cent increase in the number of minorities holding this position in public radio.

TABLE II-19

Minority Chief Financial Officers in Public Television Stations in 1978*

Job Category	Total Employees TV	Number Minorities TV	Percentage TV
Treasurer	2	0	0
Vice President Finance	9	0	0
Business Manager	52	3	6
TOTALS	63	3	5%

*Source: CPB 1978 MIS data. Because of the limited number of chief financial officers in public radio, these positions were not included.

Table II-19 indicates that *three of the 63 public television chief financial officers (five per cent) are minorities.* In 1977, five (seven per cent) of the 71 chief financial officers in public television were minorities. Three of these five persons represented the Virgin Islands, Puerto Rico, and Alaska. Thus, there were only two minority public television chief financial officers in the continental United States in 1977. The loss of two persons between 1977 and 1978 represents a 40 per cent reduction in the number of minorities in this job category.

Only one of the eight (13 per cent) public radio employees with similar titles is a minority. This represents a 100 per

cent increase since 1977, when there were no minorities among the six persons reported holding this position in public radio.

These findings indicate a consistently lower level of minority participation in the primary decision-making positions in public television than in public radio. Public radio employment generally approximates the level of minorities at the officials and managers level in the national work force (6.1 per cent).[2] On the other hand, public television has consistently been below that standard for these key positions. In addition, while minorities comprise 14.4 per cent of all employees in the U.S. labor force, they represent 12.6 per cent of all public broadcast employees.

By way of contrast, the Task Force also reviewed employment levels in the office/clerical positions. That review showed that minorities are over-represented in the lower levels. (See Table II-20.) *In both public television and radio, one-fourth of the clerical staff is comprised of minorities. As is the case in other employment, these are traditionally the lower-paying jobs with the least amount of responsibility.*

TABLE II-20

Minorities in Office/Clerical Positions in Public Radio and Television Stations in 1978*

	Total Employees		Minorities		Percentage	
	TV	Radio	TV	Radio	TV	Radio
Secretary	688	77	135	16	20	21
Receptionist	88	9	30	4	34	44
Stenographer	27	3	6	0	22	0
Clerk/Typist	185	31	70	17	38	55
Mail Clerk	45	1	19	0	42	0
Bookkeeper	39	5	12	0	31	0
Traffic Clerk	32	7	5	1	16	14
All Other Clerical	143	8	37	3	26	33
TOTALS	1,247	142	314	41	25%	29%

*Source: CPB 1978 MIS data.

As Table II-20 indicates, *25 per cent of the public television office/clerical staff are minorities, while 29 per cent of the persons with these types of jobs in public radio are minorities.* In 1977, these figures were 25 per cent and 24 per cent, respectively. For public television, the highest percentage of minorities in office/clerical positions (42 per cent) is found in the Mail Clerk category. For public radio, it is in the Clerk/Typist category (55 per cent).

What Station Managers and Employees Say About Employment

Another aspect of the Task Force employment investigation pertained to a survey of 62 public broadcast station managers (40 television and 22 radio) and of 2,025 station employees. Profiles of these two groups, as well as their responses to questions about various employment-related topics, are presented below.

Station Managers' Profile

About 91 per cent of the station managers reporting (57) said they hold the highest level of management responsibility in their respective facilities. Nearly 30 per cent (18) have been in their present positions for seven or more years, while the average length of time in the present position is five years. In the case of public television managers, 32.5 per cent (13) of those reporting have been in their respective positions for seven or more years.

Before becoming station managers, 21.7 per cent (10) of the respondents were program managers. Approximately 25 per cent (16) of those reporting had no definable broadcast station experience prior to holding their present positions. However, 85 per cent (53) of those reporting – 90 per cent, or 36 television managers and 77 per cent, or 17 radio managers – had previous management experience which may or may not have been broadcast-related. It can be concluded from this finding that previous management experience, whether in or outside of broadcasting, seems to be a positive factor in selecting public broadcast station managers.

The managers tended to be a well-educated group. Nearly one-half 45.2 per cent (28) of those responding have a Master's degree, and over 90 per cent (58) have a bachelor's degree or above.

Employee Profile

About 85.7 per cent (or 1,732) of the 2,025 respondents are permanent, full-time public broadcast station staff members. Men comprise 56 per cent (1,136) of the employee respondents, while women comprise 44 per cent (889). On the other hand, minorities who were deliberately over-represented in the sample for purposes of this study, comprise 17 per cent (344) of the employee respondents. Of this number, 178 (9 per cent) are minority men and 165 (8 per cent) are minority women. As could be expected, a large number of women (20 per cent) hold clerical or clerically-related jobs. Job classifications of minority and non-minority males were almost equal, generally because so many minority males have the 3490 (all other professional) job classification. Other employment-related data obtained from the survey respondents indicated that:

- Men usually had more full-time experience in their present stations than did women. Approximately 36.9 per cent (417) of the men, compared to 40.4 per cent (353) of the women, reported having two years or less of full-time experience at their present stations.
- Minorities, especially minority females, had a shorter length of full-time employment at their present stations than did non-minorities. About 51.4 per cent (175) of the minorities and 41.1 per cent (670) of the non-minorities reported having two years or less of full-time experience at their present stations. Minority females averaged about one year of employment at their present stations.
- There were no significant differences according to race in terms of the employees' average length of employment in the broadcast industry (with three to six years experience considered average for both minorities and non-minorities).
- In terms of the employees' average length of employment in the broadcast industry, there were significant differences according to sex. Men had an average length of three to six years, while women were in the business an average of two to three years.
- One woman in three (287 of 856) holds a clerical or clerically-related position, while the men generally occupy producer/executive producer, or broadcast supervisor/engineer positions.
- Although minority and non-minority males had approximately equal job classifications (for example, professional jobs), the salary range for the latter group was significantly higher. The salary range for minority males was $13,000 to $15,000 annually, while that for non-minority males was $15,000 to $17,000-per-year.
- Minority females tended to have the lowest salary levels, with non-minority females occupying the seventh position

on a scale of one (white male) to eight (minority female). A comparison of the average salaries indicated that minority females earned about $7,000 to $9,000-per-year.

• A comparison of the types of job performance evaluations the employees received generated contradictory findings. Although minorities and non-minorities generally have equal job classifications, they do not seem to have the same type of job performance evaluations. Minorities tend to have more formal, written evaluations than do non-minorities. Approximately 30.2 per cent (104 of 344) of the minorities have formal, written evaluations. In contrast, 32 per cent (524 of 1,637) of the non-minorities have informal job performance evaluations.

In another section of the questionnaire, the various activities and job responsibilities of the respondents were reviewed and compared. The results indicated that a greater proportion of minorities 60.9 per cent (201) than non-minorities 46.3 per cent (134) had no supervisory responsibilities. Minority females tended to have the least amount of supervisory responsibility—61.9 per cent (99) of the minority females reported having no supervisory responsibility.

In terms of the ability of respondents to hire and fire employees, the standard hierarchy was formed again, with minorities filling three of the four bottom positions (that is, females in general, minority males, minorities in general, minority females). About 265 (28.4 per cent) of the non-minority males, compared to 18 (11.2 per cent) of the minority females, have hire/fire responsibility. Further, while 25.5 per cent (418 of 1,637) of the non-minorities have this responsibility, only 14.5 per cent (50 of 344) of the minorities have hire/fire responsibility.

Minorities also have the least amount of input into budget planning and control, according to responses to the Task Force employment questionnaire. Minority males, minorities in general, and minority females consistently had the least amount of input in planning and/or controlling station budgets. Only 28.5 per cent (93) of the minorities, compared to 47.3 per cent (761) of the non-minorities, have some input in budget planning. Minority men hold higher average job categories and titles than do women—whether minority or non-minority. However, women have a greater amount of budgetary input than do minority males—38.2 per cent (330) of the women—both minority and non-minority—compared to 33.9 per cent (58) of the minority men. Only 22.7 per cent (35) of the minority women have this responsibility.

Another significant point involved employee access to information about station activities. Responses to the Task Force employment questionnaire indicate that minorities have less input into program proposals and project budget questions than do non-minorities. Of those reporting, 45.1 per cent (155) of the minorities, compared to 55 per cent (901) of the non-minorities, had input into program proposals, while 35.5 per cent (122) of the minorities and 49.2 per cent (806) of the non-minorities had input into station budget questions. Thus, minorities tend to know (or be allowed to know) less about new projects in stations and the budgets with which they are involved.

Career Aspirations

The respondents also were asked about their career aspirations, their perceptions of their chances of achieving them and their realistic expectations of achieving them.

The most prevalent response to "wished-for" career was producer/executive producer for all groups; minorities, non-minorities, males and females. Although their career aspirations were similar, the employees' perceived chances of achieving their goals varied by race and sex. Non-minority males and males in general were more optimistic about achieving their goals than were females, particularly minority females. About 73 per cent (385) of the males rated their chances as "good to excellent," while 61 per cent (338) of the females did so. Further, 54 per cent (56) of the minority females responding rated their chances as "good to excellent," while the remaining 46 per cent (57) said their chances were "fair to poor." Also, 48 per cent of the minorities (151) and 70 per cent of the non-minorities (753) said their chances were "good to excellent."

Nevertheless, in responding to the question about "realistic expectations" of their broadcast career, all groups—with the exception of non-minority males—reiterated the response they gave in terms of their wished-for goals; namely, to become a producer/executive producer. Non-minority males, however, included engineering or technically-related functions as part of their final broadcast career achievements.

Affirmative Action

The employees were also questioned about their perceptions of the influence of affirmative action on their hiring. Responses to this question yielded a predictable difference according to racial/ethnic classification. The non-minority female and non-minority male groups believed that affirmative action has no relevance to them (50 per cent, or 829 and 65.8 per cent, or 591, respectively), while 24.1 per cent (41) of the male minorities and 24.2 per cent (36) of the female minorities gave this response. About 53.5 per cent (69) of the minority men and 54.9 per cent (62) of the minority women stated that affirmative action programs had either moderate or great influence on their hiring.

Additional data on affirmative action were obtained from the station managers, who were queried about their station's policies and practices on affirmative action and staff hiring. Their responses indicate some contradictions between written station policies in these areas.

For example, when asked about primary station functions having written policies, over 90 per cent (56) of the respondents indicated their station had a written policy on affirmative action, but only 30 per cent (18) said they had written station policies on job training.

In addition, the station managers were asked what guidelines are used as the basis for their affirmative action plans. Approximately 45 per cent (28) of the station managers said their respective station's affirmative action plans are based on local guidelines; 43 per cent (27) said their plans are based on national guidelines; and 10 per cent (6) of the station managers said they were not sure what guidelines were used as the basis for their station's affirmative action plans. The diversity between local and national guidelines with respect to equal opportunity compliance provisions may indicate a need for additional review to insure full and equal station compliance with applicable statutes. This is particularly significant in view of the fact that a large proportion of the public broadcast facilities (80.8 per cent, or 147 public radio stations and 72.6 per cent, or 196 public television stations) are controlled by local authorities, universities or states, according to the 1978 CPB survey of local stations' boards of directors.

With respect to staff hiring methods, the station managers' responses indicated a variation in methods, depending on the type of program for which staff were being recruited.

In hiring staff for local minority programs, station managers tended to select individuals from outside the station for full-time and permanent positions. About 56.3 per cent (27) of the managers said they recruited staff for local minority programs from outside the station. In addition, 64.6 per cent (31) said they recruit minority program staff for full-time positions, and 57.4 per cent (27) said they recruit minority program staff for permanent positions. However, in hiring staff for local general audience programs, they were more likely to recruit from within the ranks of the station's existing full-time employee population—75.5 per cent (40) of the station managers gave this reply.

The Promise Versus Reality

The preceding pages paint a bleak picture with little or no hope for ameliorating the employment status of minorities in the near future.

As Representative Louis Stokes has noted, "Available statistics and related data and information disclose rampant employment and related discrimination throughout the public broadcasting industry, aided and abetted by inadequate civil rights compliance and enforcement by relevant federal departments and agencies, and CPB."[3]

A major part of the Task Force effort has been to review the actual status of minorities in public broadcasting. Realizing that many reports and presentations of persons in the public broadcasting community have portrayed employment levels, particularly those of minorities, through total percentages without also presenting numerical support data or departmental designation, the Task Force has consistently sought not to utilize this methodology. To do so would be to distort the true picture and, thus, to negate the possibilities for ameliorating the present situation, in which minorities are not fully integrated into all employment levels in public broadcasting. This is particularly true in terms of minority participation at the decision-making level. The Task Force recommendations which follow are designed to increase the representation of minorities throughout the public broadcasting industry.

TASK FORCE RECOMMENDATIONS—EMPLOYMENT

The Task Force recommends that:

1. Public broadcasting hire and place more minorities in positions of greater responsibility (for example, managerial and supervisory positions).

2. Public broadcasting make a concerted effort to seek minorities, especially minority women, for key decision-making positions at both the national organizations and at the local station level, and that minorities inside and outside the industry be appointed to executive search and selection committees.

3. More minorities be hired and placed in engineering positions in public broadcasting.

4. Announcements of job vacancies and new projects to which transfers are possible be circulated routinely within the stations, trade papers and ethnic-oriented media. This would help decrease some of the influence of the so-called "old boy" network and the "contact" system, which often work to the disadvantage of minorities, especially minority women.

5. All programs developed and implemented to hire, upgrade and improve the skills of persons, especially minorities, in public broadcasting make special provisions for minority women.

6. Public broadcast organizations not consider training programs as the only means by which minorities may be placed in management positions.

7. HEW have primary responsibility for civil rights enforcement in the public broadcasting industry and that CPB conduct pre-award reviews prior to distributing any monies to licensees and other recipients.

8. Enforcement of non-discrimination laws in public broadcasting include withholding Community Service Grants, HEW facility grant funds, CPB special projects funds or federal funds of any kind to any licensee which is not in compliance as prescribed by the Secretary of HEW.

9. CPB, HEW or any other government agency which may be given EEO enforcement responsibility as part of its ongoing activities, review station policies related to affirmative action, employment, training, upward mobility and the use of minority vendors in relation to provisions of Titles VI and VII of the 1964 Civil Rights Act, as amended, Title IX of the Education Amendments of 1972 and/or Executive Order 11246, as appropriate.

10. Local civil service "merit hiring" requirements not be accepted as barriers to fair minority hiring and upgrading practices for stations. At present, public agencies—which must adhere to these requirements—are licensees for over half of all public broadcast stations.

11. In filling job vacancies, special consideration be given to: a) minorities on staff; and b) local applicants who have an awareness of, and responsiveness to, local minority issues and communities.

12. Job-related, written performance standards and evaluation procedures be established for all station positions (including part-time and contract positions.)

13. Contracting policies and procedures for all technical services (for example, sub-contracting for remote facilities and post-production services) include specific provisions for monitoring and insuring compliance with all applicable EEO statutes.

14. The procurement requirements to which public agency licensees (that is, state educational television commissions, state universities and boards of education) must adhere not serve as barriers to implementing the recommendation that contracting policies and procedures for all technical services include specific provisions for monitoring and insuring compliance with all applicable EEO statutes.

15. The existing FCC Form 395 job categories be modified to include specific job titles to generate information about the administrative levels of responsibility of public broadcast employees.

16. All licensees, regardless of size, as well as part-time station staff, be included in the Federal Communications Commission's EEO reporting system, and in CPB's employment reporting process.

17. In future public broadcast reports to governmental or administrative bodies, *all* data regarding employment levels of public broadcast employees, particularly minority employees, be presented with supporting numbers and departmental designations.

IMPLEMENTATION STRATEGIES

1. To expand the range of broadcast activities in which minorities can participate, written station and national organizational policies should include provisions for equitable minority participation in all projects. Announcements of all available positions of the stations and national organizations

should be circulated to, and advertised in, ethnic-oriented media. Job vacancy announcements should be circulated in a manner which allows a reasonable time for minorities to submit applications and resumes and to be given serious consideration. Additionally, all jobs should remain open for 20 working days to facilitate the widespread announcement of vacancies and to allow interested parties time to apply.

2. In searching for management personnel in public broadcasting, especially in those key decision-making positions defined by the Task Force, minorities should not be subjected to a higher standard of qualification than are non-minorities. Search and selection committees should be established for these higher salaried, higher responsibility positions and minorities both inside and outside of the industry should be appointed as members of these executive search and selection committees.

3. Stations in the process of replacing managers should consider minorities outside the broadcast industry who have relevant management experience as well as recent trainees and those in the so-called "old-boy" network. All licensee board chairpersons should voluntarily agree that, when positions become vacant at the higher levels within their operations (for example, General Manager, Program Director, Chief Financial Officer, Production or Operations Manager, and Instructional Television Director) they will mandate the inclusion of at least one minority and one female in their list of final candidates, and that no final selection will be made until such candidates are included and receive a full review and due consideration by appropriate bodies. They should also develop a system which would require an explanation when a minority or female candidate is not selected.

4. CPB should incorporate into its existing system for gathering data from stations specific numerical and financial data on: a) affirmative action; b) fundraising (sources and efforts); c) employment (recruitment, hiring, firing, transfers, promotions and so forth); d) national and local training programs (for example, CPB, national foundation supported, local government agency, station supported, and so forth); and e) contracts for services (station vendors). These data should be requested from stations in a form which is mutually agreed upon by the Corporation and whichever governmental body is designated with EEO enforcement responsibility for public broadcasting. Further, these data should be placed in a formula which will indicate each station's compliance with existing EEO statutes. The results of these individual station analyses should become the foundation for the "pre-grant" review process to be conducted by the Corporation and the EEO enforcement body *before* allocating Community Service Grants to the stations.

5. An agreement should be included in the public broadcast station license statement which specifies that the licensee will abide by the EEO requirements of the FCC and which indicates an understanding by the licensee that federal EEO laws supersede those of local jurisdictions. An enforcement plan outlined in the Inter-Agency Task Force report would give EEO monitoring and reporting responsibility to HEW through the Corporation. This enforcement would include withholding Community Service Grants, HEW facility grant funds, CPB special projects funds, or federal funds of any kind to licensees which are not in compliance.

6. CPB's Human Resources Development Department (HRDD) should act as a clearinghouse for, and assist in, the establishment of written job performance evaluation criteria and standards. The HRDD should develop models that are effective in evaluating the actual job performance of minority and non-minority employees alike. The existence and implementation of a job-related performance evaluation procedure should, in turn, constitute a criterion for CPB qualification.

FOOTNOTES

[1] Source: CPB 1978 MIS Employment Survey Data.

[2] Source: 1976 Bureau of Labor Statistics Annual Report, U.S. Department of Labor, Washington, D.C., (Although minorities comprise approximately 17 per cent of the national population, they comprise 14.4 per cent of persons holding jobs and only 6.1 per cent of those holding jobs as officials and managers.)

[3] "Enforcement of Equal Opportunity and Anti-Discrimination Laws in Public Broadcasting," *op.cit.*, p.3.

Chapter Three

Training Programs and the Career Development of Minorities

Introduction

A constant lament of persons of authority—particularly those in personnel—is that, "we would hire them (minorities), but we can't find any who are qualified." What makes a job applicant qualified? For that matter, what makes him or her "qualifiable"? In most instances, we consider training and education, not to mention practical work experience, as necessary prerequisites. Yet, all too often, job qualifications are inflated, thus limiting almost automatically the number of minorities and women who might reasonably be considered for employment vacancies. What, then, is the extent of current job training programs—particularly those for minorities—in the public broadcast industry? Are they effective; that is, are former trainees considered "qualified" for positions in stations after completing training? What has been the effect, if any, of training program participation on the career development of minorities?

In an attempt to generate some answers to these and other questions posed by the Task Force, 62 public broadcast station managers (40 television and 22 radio) and 2,025 employees were surveyed to obtain their perceptions of the quality and utility of current industry job training programs. CPB's Office of Training and Development also conducted a follow-up study of former trainees in the CPB Minority Training Grant Program. The latter was designed to determine whether minority trainees had experienced any changes in their employment positions and/or responsibilities by virtue of their participation in the program. Specifically, the Task Force investigation was designed to accomplish the following goal: TO IDENTIFY AND EVALUATE INDUSTRY-WIDE JOB TRAINING PROGRAMS IN ORDER TO MAXIMIZE THE EFFECTIVENESS OF CPB PROGRAMS.

The Task Force investigation disclosed the following:

1. CPB awarded 168 Minority Training Grants to 110 public radio and television stations between 1973 and January 1978.

2. Since 1976, CPB has awarded 72 Women's Training Grants to public broadcast stations.

3. CPB has awarded 44 In-Service Training Grants since 1977 to encourage the professional development of persons employed in the public broadcast industry.

4. Nearly 72.6 per cent (45) of the 62 stations included in this study have staff training programs. Of this number, 48.4 per cent (30) have their own staff training programs, 41.9 per cent (26) have CPB Minority Training Grant Programs, and 29 per cent (18) have CPB Women's Training Grant Programs. Only 4.8 per cent (3) have foundation-funded training programs. (No data were available from the Task Force questionnaire on how many stations have CPB In-Service Training Grant Programs.)

5. All CPB-sponsored training programs (Minority, Women's and In-Service) were rated more highly by public broadcast station employees responding to a Task Force questionnaire than were station-based training programs. Of the 2,025 employees responding, 32.4 per cent (656) acknowledged that CPB Women's Training Grant Programs are helpful, with 31.5 per cent (638) rating CPB Minority Training Grant programs helpful. CPB In-Service Training Grant Programs were rated helpful by 29.6 per cent (599) of all employees responding. Station-based programs were rated helpful by 25.7 per cent (506) of the employees responding.

6. Although women and minorities may not have submitted applications to receive training through either the CPB-sponsored Women's or Minority Training Grant Programs, 54.9 per cent (488) of the women and 50.3 per cent (173) of the minorities responding said the CPB Women's and CPB Minority Training Grant Programs are helpful. On the other hand, 49.7 per cent (170) of the minorities said the CPB Minority Training Grant Programs are not helpful. (No data were available from the Task Force questionnaire on why these programs were perceived as not being helpful.)

7. Minority males were more likely than were minority females to apply for CPB-sponsored training programs. About 19.1 per cent (34) of the minority males, compared to 14.1 per cent (23) of the minority females, had applied for CPB training programs.

8. Of every three training grant proposals CPB receives from the stations, two are considered to have merit by the review committee, but only one can be funded.

9. Station managers responding to a Task Force questionnaire indicated that they believe minority training programs have a positive effect on the career development of minorities. Forty of the 62 managers (66.7 per cent) said such programs have a "somewhat positive" to "very positive" effect, while only four (6.7 per cent) said they have "little or no effect."

10. Minorities and women, particularly minority women, were less likely to participate in technical training than were non-minority males. Approximately 26 per cent of the minorities (12 of 46) and 11 per cent of the minority females (2 of 18) had participated in technical training, while 45 per cent of the non-minority females (9 of 42) participating in training had

done so.

11. Minorities responding to a Task Force questionnaire tended to participate more often in management and production training—39 per cent of the minorities (18 of 46) participated in management training, while 24 per cent (16 of 46) participated in production training.

12. Of the 69 former trainees responding to the CPB Minority Training Grant evaluation questionnaire, 39 had completed their training programs. Of these 39 trainees, 14 (36 per cent) were female and 25 (64 per cent) were male. (The Minority Training Grant evaluation covered trainees in the first six rounds, representing less than half of all grants awarded.)

13. About 78 per cent (54) of the 69 former CPB Minority Training Grant trainees responding to the questionnaire are currently working full-time in broadcasting or broadcast-related jobs. Of the 38 persons working in broadcasting, 30 are working in public broadcasting.

14. Approximately 80 per cent of the former trainees working in public broadcasting (24 of 30) are working at the station at which they were trained, according to responses to the Minority Training Grant evaluation questionnaire.

15. Of the 22 (32 per cent) former trainees not employed in broadcasting or broadcast-related work, five (7 per cent) are presently unemployed. The remaining 17 persons have either returned to college 6 (9 per cent) or have other non-broadcast-related jobs 11 (16 per cent).

16. The average annual salary before, during and after training of the former Minority Training Grant trainees whose grants were terminated before the completion of training was $9,242. (Before training, these trainees received an average annual wage of $6,837. After training, they received $10,065—an increase of $3,228-per-year over their pre-grant income levels.)

17. The average salary before, during and after training of the former Minority Training Grant trainees who completed their training was $11,431-per-year. (Before training, these trainees received $8,741-per-year. After training, they received $13,078—an increase of $4,447-per-year over their pre-grant income levels.)

18. During the grant period, the former Minority Training Grant trainees who terminated their grants each averaged $10,803-per year, while those whose grants ran to full term each received $12,474—a difference of $1,671-per-year.

19. Before the grant period, four (5 per cent) of the 69 trainees held management positions. After the grant, eight (12 per cent) held these positions.

20. Before the grant period, five (7 per cent) of the 69 trainees held mid-management positions, while 11 (16 per cent) held such positions after training.

21. Of the 69 trainees, 29 (42 per cent) held professional positions before the grant period. After training, 37 (53 per cent) held these types of positions.

22. Sixteen (23 per cent) trainees held positions at the technical or assistant level before the grant period, while two (3 per cent) had these types of positions after training.

23. Before the training grant period, 15 trainees (22 per cent) were classified as "support and other." ("Other" includes those who were unemployed or were students.) Afterwards, 11 of the former trainees (or 16 per cent) were so classified.

24. Trainees who terminated their grants before they ran full term averaged 48.4 days between the training grant position and the next job of substance. Trainees whose grants had expired averaged about 25 days before they found another job.

25. Some 47 (68 per cent) of the 69 trainees said they were satisfied with their training—14 of the trainees who had terminated and 33 whose grants expired gave this response.

26. Of the 69 trainees, 22—16 who had terminated and six whose grants had expired—said they were disappointed with their training programs. These 22 former trainees constituted 32 per cent of the 69 trainee respondents.

27. Six themes for improving the CPB-sponsored Minority Training Grant Program were repeatedly suggested by former trainees. The one cited most often was the establishment of a formal training program and monitoring of the training schedules by CPB to learn whether they are, in fact, being carried out by the stations. Eighteen trainees cited this theme.

28. Of the 30 trainees who terminated their grants, 12 (40 per cent) were positive and 18 (60 per cent) were negative. ("Positive" terminations are those in which the trainee did not complete his/her training grant in order to accept another position. "Negative" terminations are those in which the trainee simply stopped his/her training early for reasons other than to accept another position.) Ten of the 30 terminations (33 per cent) were by females; six of these 10 were positive terminations. Among male trainees, 20 (66 per cent) terminated their grants; of these, six were positive.

29. The knowledge and the experience of the Task Force clearly show that most minority persons working in or desiring to enter public broadcasting do not have adequate information about the industry. This fact is substantiated by repeated testimony during the four national public forums conducted by the Task Force. This finding does not preclude the fact that there are experienced minorities in related fields who could enter all public broadcast positions, whether as permanent employees or as training grantees.

Types of CPB Training Programs

Several varieties of job training programs have been initiated in the public broadcasting industry since 1967. The history of these programs indicates that *of every three training grant proposals CPB receives from the stations, two are considered to have merit by the proposal review committee, but only one can be funded.* At present, CPB sponsors three types of training programs, which are described below.

CPB awarded Minority Training Grants to 110 public radio and television stations between 1973 and January 1978. These grants are intended to train minorities in areas in which they have not traditionally been employed; for example, management, production and programming.

Two types of grants, which are awarded to stations on a competitive basis, are available; station designated position grants, in which the employee-trainee is selected by the station after a grant has been awarded; and station designated candidate grants, in which the candidate and the position are identified prior to the grant application process. All grants are effective for a minimum of one year and up to a maximum of two years. CPB pays up to one-half of the salary and benefits for training minorities under this program.

Between 1973 and 1978, the Minority Training Grant Program has awarded grants worth $1.14 million, with a similar amount matched by the stations for a total of $2.2 million expended.

CPB has sponsored the Women's Training Grant Program since 1976. This program is designed to provide training and job opportunities to women in areas in which few women are now employed. These positions include General/Station Man-

ager, Program Director/Manager, Operations Manager, Producer/Director, Chief Engineer, Camera Person and Graphic Artist.

As with the Minority Training Grants, there are also two types of Women's Training Grants: station designated position grants and station designated candidate grants.

Again, CPB pays up to one-half of the salary and benefits to train women under this program. To date, 72 grants worth $651,539 have been awarded to public broadcasting stations to train women under this program.

CPB In-Service Training Grants are grants designed to encourage the professional development of persons employed in the public broadcast industry. These grants provide full- and part-time station employees with increased training opportunities in all broadcast operations.

Seven types of grants are available under this program, which began in 1977 These include national, regional or local training at institutes ($500 maximum per grant award); management training, internships, general training or training in instructional programming and community outreach techniques ($1,000 maximum per grant award); joint station exchange of two working professionals ($2,000 maximum per award); and internships at the national organizations (CPB, NPR and PBS) for station professionals ($2,500 maximum).

CPB provides up to one-half of the maximum costs allowed for each grant to cover the employee's salary, travel and training.

During the first year of this program, 95 applications were received and 44 grants were awarded. Approximately $82,500 in funds have been allocated for CPB In-Service Training Grants to date.

In addition to these CPB-sponsored training programs, there are also programs supported by the local stations and the National Association of Educational Broadcasters (NAEB). The NAEB sponsors the Educational Broadcasting Institute, which provides intensive training in specialized fields of broadcasting and broadcast education, and the Harvard Advanced Management Program, a two-week overview of public broadcast systems and structure.

The following describes the availability, quality and utility of the CPB job training programs as perceived by 62 public broadcast station managers (40 television and 22 radio) and 2,025 local station employees responding to Task Force questionnaires.

Availability of Staff Training Programs

Nearly 72.6 per cent (45) of the 62 public broadcast stations included in this study have staff training programs, according to their respective station managers. Of the four types of programs generally available (CPB Minority, CPB Women's, foundation-funded, and station-based), station-based or local training programs were the most accessible. About 48.4 per cent (30) of the 62 stations surveyed have their own programs, 41.9 per cent (26) of the station managers reported having CPB Minority Training Grant Programs, and 29 per cent (18) indicated the availability of CPB Women's Training Grant Programs. Only 4.8 per cent (three) of the station managers said they have foundation-supported training programs. (No data were available from the Task Force questionnaire on how many stations have CPB In-Service Training Grant Programs.)

Employee Participation in Training Programs

The type of training program in which a public broadcast employee was most likely to participate was based on the race and/or sex of the respondent. The level of participation ranged from a high of 19.1 per cent for minority males (34 of 178), to a low of 3.2 per cent for non-minority males (30 of 933). About 16.6 per cent of the minorities (57 of 344) and 9.2 per cent of the females (82 of 899) had participated in staff training programs.

The station-based training programs were more widely utilized by station employees than were CPB programs. Only 7.5 per cent (151) of the station employees surveyed have ever applied for a CPB training grant program. (This factor may be a result of the availability and accessibility of local programs, rather than an indication of the quality of the various types of programs.) Only 8.4 per cent (14) of the minority females, compared to 12.3 per cent (22) of the minority males surveyed, had applied for CPB training programs. In all, 10.6 per cent (36) of the minorities compared to 2.4 per cent (39) of the non-minorities, had applied for CPB training programs. Further, 25 per cent (5) of the minority females and 21.4 per cent (6) of the minority males surveyed had applied for station-based training programs.

Of those station employees actually participating in either of the training programs available, 31 (32.7 per cent) had participated in CPB Minority Training Grant Programs, while 30 (22.9 per cent) had participated in CPB Women's Training Grant Programs. Only 20 (15.3 per cent) of the station employees had participated in station-based programs. Another 15 employees surveyed (11.5 per cent) had participated in a training program, but were not sure of which one. Non-minority employees were more likely than were minority employees to participate in station-based training programs. While 24 (1.5 per cent) of the 1,637 non-minority employees had participated in station-based programs, only 11 (3.2 per cent) of the 344 minority employees responding had done so. The participation of minority males and minority females in station-based programs was almost evenly divided. Six (3.4 per cent) of the 178 minority males, compared to five (3 per cent) of the 165 minority females, had participated in station-based training programs.

Types of Employee Training

In a comparison of the types of training in which the respondents participated, the minorities most often cited management, 18 (15.4 per cent), and production training, 16 (4.8 per cent). Together, 10.2 per cent of the minorities cited management and production training. On the other hand, 2 per cent (32) of the non-minorities and 3.7 per cent (32) of the women indicated that they had participated in management training. With respect to production training, 1.1 per cent (17) of the non-minorities and 2.7 per cent (17) of the women reported having participated in this type of training. Technical training was cited by non-minorities 1.4 per cent (22) more often than by minorities 3.6 per cent (12). *Women, especially minority women, also tended not to participate in technical training programs*—1.3 per cent (11) of the women in general and 1.3 per cent (2) of the minority women in particular cited technical training. The limited number of minorities, especially minority women, in technical training programs may indicate a need for additional study in this area.

Utility of Current Programs

When employees were asked to assess the helpfulness or utility of the various types of training programs in advancing an individual's career, all three CPB-sponsored programs, while not yet receiving substantial employee participation, ranked higher than did station-based programs. As could be expected, the employees' responses indicated a relationship

between eligibility for various programs and support for them. For example, 54.9 per cent (488) of the women and 50.3 per cent (173) of the minorities said the CPB-sponsored Minority and Women's Training Grant Programs are helpful, although they may not have submitted applications to receive training through these programs. On the other hand, 49.7 per cent (170) of the minorities said the CPB Minority Training Grant Programs are not helpful, whereas 45.1 per cent (401) of the women said the CPB Women's Training Grant Programs are not helpful. (A variety of factors may have contributed to these employees' perceptions that the programs are not helpful. These factors include inadequate trainee salaries during the training grant period, lack of opportunity to advance to more responsible jobs during or immediately after training and differences between the trainee and station management pertaining to the training goals and objectives.)

Of the 2,025 employees responding, 32.4 per cent (or 656) acknowledged that the CPB Women's Training Grant Programs are helpful. CPB In-Service Training Grant Programs were rated helpful by 29.6 per cent (599) of the employees responding, while station-based programs were rated helpful by 25.7 per cent (506) of the employees. This conflict between the availability of these four types of programs and their relative utility as perceived by employees may indicate a need for further analysis of the structure, type and quality of training programs, particularly those oriented toward minorities and women.

The 62 station managers were asked whether minority training programs have a positive effect on the career development of minorities.

Forty of the 62 station managers responding (66.7 per cent) indicated that minority training programs have a "somewhat positive" to "very positive" effect. Of these 40 managers, 13 (21.7 per cent) said such programs have a "somewhat positive" effect, while 27 (45 per cent) said minority training programs have a "very positive" effect. Only four managers included in this study (6.7 per cent) said minority training programs have "little effect" on the career development of minorities. Another 18 managers (29 per cent) did not respond to this question.

This segment of the Task Force investigation found at least two areas of concern which merit further study. These pertain to the quality and form of station-based training programs as they affect minority employees, and the availability and use of CPB-sponsored training programs. The Task Force training recommendations which follow the evaluation of the CPB Minority Training Grant Program should provide some guidance in improving the quality and availability of training programs, particularly insofar as they affect minorities.

The Task Force also requested that a study of the CPB Minority Training Grant Program be conducted, with a view toward determining whether or not minorities who participate in such programs experience any changes in their employment positions or responsibilities upon completion of the program. The next section describes the findings of that study.

CPB MINORITY TRAINING GRANT PROGRAM

Background

The CPB Minority Training Grant Program began in 1973 as a unique industry effort designed to provide employment opportunities to minority persons. Since that time, the program has functioned continuously and has awarded 168 grants to 110 public broadcast stations. During the five-year history of this program, there has been a 50 per cent increase in the number of grants awarded each year, an average growth of 10 per cent per year. In the first year, 25 grants were awarded. In 1977, the last fiscal year for which complete data are available, 38 grants were awarded. Seventy-one grants were active as of February, 1978, and 97 have either expired (that is, run their full course) or have terminated before the full training period was completed. Fiscal year expenditures have increased from $30,000 in 1973 to $396,000 budgeted for fiscal year 1979.

The following evaluation covers 86 of the training grants which have either expired or terminated in the first six rounds of the Minority Training Grants. (The 11 grants in Minority Training Grant Round Seven expired during and after this evaluation.)

The evaluation covers grants which have cost $1,060,888 to date. The actual cost of the six grant rounds which have expired is approximately $500,000. The remaining funds cover the costs of round seven, and partial costs of rounds eight through 11. (At the time of this report, full expenditures for each of the unexpired rounds had not been made.)

Of the 86 trainees who have either completed or terminated their training, 69 (80 per cent) responded to the study questionnaire. Of the 39 trainees who had left their positions prematurely, 30 (77 per cent) completed their questionnaires. Of the 51 trainees who had completed the training period, 39 (76 per cent) responded.

Employment Status of Former CPB Minority Training Grant Trainees

Fifty-four (68 per cent) of the 69 respondents are currently working full-time in broadcasting or broadcast-related jobs—55 per cent (38) of the respondents are working in broadcasting. Of those 38, 30 are working in public broadcasting. Of the 38 former trainees who are still in broadcasting, 27 (71 per cent) completed their training and 11 (29 per cent) terminated training early. Almost 80 per cent (24 of 30) of those working in public broadcasting are working at the station at which they were trained. The eight trainees whose grants terminated and who are still in public broadcasting comprise 27 per cent of the 30 former trainees who are still in public broadcasting.

Eight trainees (12 per cent of those responding) decided to take positions in commercial broadcasting. Of this number, five had terminated and three had completed their grants. Nine other former trainees—or 13 per cent of the 69 respondents—have broadcast-related jobs. Only 22 (32 per cent) of the 69 respondents are not employed in broadcasting or broadcast-related work. Of those 22, five (7 per cent) are presently unemployed. The balance of those reporting either returned to college, 6 (9 per cent) or have other non-broadcast-related jobs, 11 (16 per cent).

Salary Levels of Former CPB Minority Training Grant Trainees

The following focuses on the salary levels of trainees who terminated and those who elected to continue working under their grants. The information is presented in two parts: the first deals with the average salary levels of the trainees who terminated their grants and the second with those of the trainees whose grants expired.

The average annual salary before, during and after training of those who had terminated was $9,242. Before receiving their grants, those who terminated made an average annual wage of $6,837. During the grant periods, those who terminated averaged $10,803-per-year. After the grants were terminated, the former trainees averaged a yearly salary of $10,065. The average yearly increase due to training was $3,228.

The average salary before, during and after training of those who had completed training (expired grants) was $11,431-per-year. Before receiving their grants, these trainees had an average yearly salary of $8,741. During their grant period, the trainees averaged $12,474-per-year. After the grants expired, the former trainees earned an average yearly salary of $13,078 in their jobs. The average yearly increase due to training was $4,337.

As a group, *the trainees whose grants terminated earned less before, during and after their CPB Minority Training Grants than did trainees whose grants ran full term.* While not definitive, this suggests that lower paid grants will not have as good a chance of going to term as do higher paid grants. Of course, there are related conditions which also cause lower paid grantees to fail to complete their term. These conditions are: a) stations which pay less are probably poorer and thus less likely to provide adequate training support; b) lower salaries are much less likely to maintain an individual sufficiently well so that he/she can pay full attention to training; and c) poorer stations will more likely release a trainee. Because these stations have much less of a financial "cushion" on which they can operate, "non-essential" activities such as training minorities would probably be sacrificed in a period of financial stress.

Types of Jobs Held by Former CPB Minority Training Grant Trainees

Another major section of the Minority Training Grant study pertained to the kinds of jobs the trainees held before, during and after their participation in the grant program. One objective of the training grant program is to allow more minorities to obtain responsible positions in public broadcasting.

In general terms, the principal result of participating in the training grants program is that trainees do hold more professional positions after training than they did before training. For example, the number of former trainees who hold management or mid-management positions has more than doubled (from nine to 19). About 45 per cent of the trainees (31) occupied technical or support positions before training, while only 19 per cent (13) had such positions after the training period. The breakout according to time periods is as follows:

Of the 69 former trainees responding, four (5 per cent) held management positions before the grant period. At the next level, five former trainees (7 per cent) held mid-management positions. Twenty-nine former trainees (42 per cent) held professional positions. At the technical or assistant level, 16 former trainees (23 per cent) held such positions. "Support and other" counted 15 persons (22 per cent).

During the grant period, again four of the former trainees (5 per cent) held management positions. Thirteen (19 per cent) occupied mid-management positions. As is true in all three time periods, the largest number of former trainees held professional jobs. Forty-eight (70 per cent) of the 69 former trainee respondents were in professional positions. Only four of the former trainees (6 per cent) held positions as technicians (engineers) or assistants.

After the grant period, eight of the 69 former trainee respondents (12 per cent) held management positions at the time of the survey. (Seven of these positions were held by former trainees whose grants had expired and one by a trainee whose grant had terminated.) Eleven former trainees (16 per cent) held mid-management positions. Most of the former trainees, however, continued to occupy professional positions. Thirty-seven of the 69 former trainee respondents (53 per cent) held such positions. The number of technical or assistant positions held by former trainees totals two (3 per cent) of the 69 respondents. Eleven former trainees held positions which are classified as support or other. "Other" includes being either an undergraduate, graduate or vocational school student, or being unemployed.

Time Between Training and Next Job For Former CPB Minority Training Grant Trainees

Upon termination of their grants (stopping before the grants normally would expire), trainees spent an average of 48.4 days between the training grant position and the next job of substance. Trainees whose grants had expired (completed) averaged about 25.8 days before they found another job, or slightly more than half the time taken by trainees who terminated their grants.

Trainee Satisfaction with the CPB Minority Training Grant Program

Of the 69 trainee respondents, 47 (68 per cent) were satisfied with their training. Fourteen trainees who had terminated (20 per cent) and 33 whose grants expired (48 per cent) gave this response. On the other hand, 22 trainees (16 who had terminated and six whose grants had expired) were disappointed with their training programs. These 22 trainees constituted 32 per cent of the 69 trainee respondents.

The former trainees also were asked to suggest improvements to the CPB Minority Training Grant Program. More than 110 suggestions were made and several were repeated. The six most recurrent themes for improvement are listed below:

1. Develop a formal training program and have CPB monitor the training schedules to learn whether they are, in fact, being carried out by the stations.
2. Have a Washington liaison to visit the stations and to show support for the trainees.
3. Conduct a basic orientation period for the trainees in order to acquaint them initially with all facets of station broadcasting and the training grant program.
4. Have competitive training salaries.
5. Establish a mechanism by which trainees can move up into "real" jobs when they become available in the course of training periods.
6. Send trainee reports directly to CPB without clearing them through station management in order to avoid censorship when necessary.

Positive and Negative Grant Terminations of CPB Minority Training Grant Trainees

Of the 30 trainees responding whose grants were terminated early, 12 (40 per cent) were positive and 18 (60 per cent) were negative. ("Positive" terminations are those in which the trainee did not complete his/her training grant in order to accept another position. "Negative" terminations are those in which the trainee simply stopped his/her training early for reasons other than to accept another position.) Three of the 12 positive terminations were in radio, while eight were in television. One was a joint television-radio grant. Seven of the

18 terminations were in radio, and the remainder (11) were in television. Of the 30 total terminations, 10 (33 per cent) were by females, while 20 (66 per cent) were by males. The 12 positive terminations were evenly divided between males and females (six each). Of the 18 negative terminations, four (22 per cent) were by females, and 14 (78 per cent) were by males. These figures indicate that women's terminations were more often positive than were the men's (60 per cent of all the women's terminations were positive), and that training grants awarded to television ended in more negative terminations than those awarded to radio.

Grant Expirations of CPB Training Grant Trainees

Of the 69 respondents, there were 39 trainees who completed their training programs. Of these 39 trainees, 14 (36 per cent) were female and 25 (64 per cent) were male.

TASK FORCE RECOMMENDATIONS—TRAINING

To improve the effectiveness of industry job training programs, especially those oriented toward minorities, the Task Force recommends that:

1. CPB increase its financial support for training programs.
2. Public broadcasting seek and obtain new sources of funding to support training programs.
3. Public broadcasting identify methods, in addition to training, to attract experienced minorities to the industry.
4. All programs developed and implemented to hire, upgrade and improve the skills of persons, especially minorities, in public broadcasting make special provisions for minority women.
5. A priority be placed on training minorities, especially minority women, for all technical/engineering positions in the public broadcasting industry.
6. Licensees eligible for CPB funds be encouraged to apply for training grants for minorities, and especially minority women, in technical/engineering areas, but should not limit their efforts to hire and upgrade the status of minorities to these grants.
7. Further analysis of station-based training programs be conducted and the development of model local training programs be investigated.
8. Public broadcasting orientation sessions, which explain industry-wide practices and procedures, become an integral part of the Minority and Women's Training Grant Programs. These sessions should be held in conjunction with regular industry-wide meetings.
9. The CPB Office of Training and Development plan and implement public broadcasting career awareness sessions.

IMPLEMENTATION STRATEGIES

1. The difference between minority participation in CPB training grant programs and those who believe such programs are helpful warrants that CPB increase financial allocations to its existing training grant programs and give special emphasis to: a) supporting minority women's participation at all levels; and b) increasing the number of minorities in technical/engineering training programs.
2. The CPB Board of Directors should direct the Development Office of the Corporation to seek additional governmental and private foundation support for training programs, particularly for technical/engineering training programs.
3. The Development Office should devise a system through which information about training programs can be transmitted to station managers and employees for their review and participation.
4. CPB should review the progress of all industry training programs in reaching their stated objectives, specifically in regard to the subsequent placement of trainees in positions commensurate with their training and abilities.
5. The CPB Board of Directors should direct the formulation of a joint Human Resources Development/Office of Planning project which would: a) review the present status of station-based training programs; b) create a systematic process for analyzing the relative effectiveness of such programs for various demographically significant groups (i.e., women and minorities); c) create an ongoing relationship with stations to share information about, and encourage training of, station staff; and d) create a central clearing house for: 1) developing models for station-based training programs; 2) identifying sources of funds for such programs; and 3) making resources available to support such efforts.
6. The CPB Director of Training/In-Service Grants should conduct on-site evaluations of station-based training programs to determine if previous trainees have been adequately trained and allowed full opportunity to acquire permanent employment by grant recipients before approval of further awards can be made to stations/licensees.
7. In addition to reviewing the merits of stations' formal training grant applications, CPB should evaluate the use of previous grants. All CPB training and in-service grants to stations/licensees should be awarded *only* if previous grants have been used effectively.
8. The CPB Office of Training and Development should produce or obtain films and other audiovisual materials, as well as printed materials, which discuss available career opportunities in public broadcasting. These materials should be provided free of charge to high school counselors, job placement offices of colleges and universities, community organizations, libraries and other interested parties.

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Chapter Four

Programming By and About Minorities

Introduction

Programming is the lifeblood of the broadcast medium. It is the most evident and tangible product that the public broadcasting system provides. To the American people, public broadcasting is the programs it produces—such as, *The Adams Chronicles* or *Sesame Street* for public television and *All Things Considered* for public radio.

A decade ago, the National Advisory Commission on Civil Disorders (widely referred to as the Kerner Commission) reported the damaging effects of low visibility and stereotyped portrayals of Black Americans in the broadcast media.[1] More recently, the U.S. Commission on Civil Rights concluded that "stereotyped portrayals of minorities and women, which have been part and parcel of successful program formats, are perpetuated by the networks in their pursuit of higher ratings and higher profits." The Civil Rights Commission also noted that diverse and realistic portrayals of minorities and women in the media are effectively precluded by a preoccupation with designing programs primarily for the maximum audience draw (general audience programming) or the ratings race that controls decision-making in commercial broadcasting.[2]

The purpose of the Task Force programming investigation was: TO DETERMINE THE PARTICIPATION AND INVOLVEMENT OF MINORITIES IN DEVELOPING PROGRAMMING. The findings of this investigation were as follows:

Public Television Programming at the National Level

Adult Programming

1. Of the 28 programs covering 20½ hours during the Television Content Analysis survey week, 68 per cent (19 programs) were general adult; 11 per cent (three programs) were music and/or dance; and 21 per cent (six programs) dramatic.

2. Adult programs tended to be targeted at a general audience. Only one program *(Black Perspective on the News)* was categorized as being specifically targeted to a minority group.

3. Program participants tended to be either all non-minority group members 19 (67 per cent), or members of both minority and non-minority groups, seven (25 per cent). Only one program *(Black Perspective on the News)* had only minorities as participants.

4. The racial/ethnic breakout of the 141 characters appearing in adult programming (excluding music, dance and drama) was as follows: 86.5 per cent (122) of the characters were white, and 13.4 per cent (19) were minorities.

5. The racial/ethnic breakout of the 114 characters appearing in adult dramatic programming (excluding general adult, music and dance) was as follows: 89.5 per cent (102) of the characters were white, and 10.5 per cent (12) were minorities.

6. In the adult music and dance programming, only 1.6 per cent of all performers (two of 128) were classified as members of a minority group.

7. The racial/ethnic distribution of characters has remained about the same from 1975 to 1977; that is, predominantly white. In the 1975 sample, 90 per cent of the characters were white, while 86.5 per cent were white in the 1977 sample.

Children's Programming

1. Of the 534 segments of 25 episodes of children's programming reviewed during the Task Force survey week, only 29 segments (5.4 per cent) were defined as being targeted specifically to minorities.

2. Children's programming seemed to be more racially-balanced than was the adult programming reviewed. Of the 810 characters whose racial classification could be identified, whites comprised 49 per cent (397), and minorities represented 51 per cent (413 persons). (It should be noted that an additional 271 characters appeared, but could not be categorized as to their racial/ethnic indentity. This was due to the appearance of puppets and animals—for example, *Sesame Street's* Big Bird—as characters in children's programming.)

Public Radio Programming at the National Level

1. NPR provided 66 hours of programming during the Radio Content Analysis survey week—47 hours (71 per cent) were devoted to public affairs programming; ten hours (15 per cent) to music; seven hours (11 per cent) to cultural; and two hours (three per cent) to "other" types of programming. No instructional programming was offered by NPR during the survey week.

2. Of the 66 hours of NPR programming, 5.5 hours (8.3 per cent) were devoted to minority programming. Four of these hours of minority programming were cultural, while the remaining 1.5 hours were music.

3. Of the 5.5 hours of minority programming provided by NPR during the survey week, 4.5 hours were targeted to Black audiences, while the other hour was targeted to Native Americans.

4. No NPR programming provided during the survey week was targeted to either Hispanic or Asian/Pacific Americans.

5. During the survey week, NPR's *All Things Consid-*

ered broadcast 19 hours of programming, of which 11 minutes (0.59 per cent) pertained to minorities (all Black). If the minority programming category were expanded to include news and public affairs of the Third World (for example, Panama Canal, Zimbabwe, Tanzania, Vietnam), the total comes to 1.08 hours (5.6 per cent) of programming pertaining to minorities.

Funding, Carriage and Distribution of Minority Public Television Programs at the National Level

1. In fiscal 1977, minority series constituted 9.4 per cent of the total television series funds committed by CPB ($553,624 of $5,873,040).

2. The 378.5 hours of minority programming distributed by PBS between 1976 and 1977 constituted 20.4 per cent of all PBS programming. *(Sesame Street and The Electric Company* are not considered minority programming by the Task Force definition. Therefore, these two programs are not included in the minority programming total.)

3. Since 1974, 811 program offerings have been submitted to the PBS Station Program Cooperative (SPC). Of this number, 87 (10 per cent) were minority (multi-cultural). Of the 147 programs finally selected for carriage on PBS (42 per cent), 11 (7 per cent) were minority programs.

4. PBS currently reports program carriage according to the percentage of stations actually rebroadcasting a specific program, but not according to whether a program was immediately transmitted or copied for later broadcast.

5. The "typical" minority or multi-cultural program, excluding *Sesame Street* and *The Electric Company*, is carried by 26.8 per cent of the public television (PTV) stations. A "typical" episode of *Black Perspective on the News* is carried by less than half (46.5 per cent) of the PTV stations, according to the February 1, 1978 PBS Station Carriage Report.

Funding, Carriage and Distribution of Minority Public Radio Programs at the National Level

1. The budget for specialized audience programming represented 6.4 per cent of the planned NPR programming budget for FY 1977 ($171,158 of the $2,668,008 total program division budget less Engineering). In that same year, only 3.1 per cent of the budget was actually allocated for specialized audience programming ($86,833 of $2,769,693).

2. The projected budget for the NPR program division in 1978 allows for 3.8 per cent ($140,444 of $3,729,082) to be allocated to specialized audience programming.

3. Of the 1,500.6 hours of programming distributed by NPR in fiscal year 1977, only 70 hours (4.7 per cent) were programs by, for or about racial/ethnic minorities.

4. NPR has no program carriage reporting procedure. Thus, it is unknown whether NPR affiliates immediately transmit programs distributed by NPR, or copy them for later broadcast. The type of minority programming being distributed (news, public affairs or music) is also unknown.

Programming Decision-Makers at the National Level

1. There is inadequate minority participation in program decision-making at the national public broadcast level.

2. Of the 26 major programming decision-makers (officials and managers) at NPR, PBS and CPB's Television and Radio Activities Departments, only one—at NPR—is a minority. This one minority represents 4 per cent of the major programming decision-makers at NPR.

3. Of the 70 professional staff members in the programming departments of the three national organizations, five (7 per cent) are minorities. The programming departments' professional staffs break down as follows:

a. Two of the 52 programming department professionals at NPR (4 per cent) are minorities;

b. At PBS, one of the 12 programming department professionals (8 per cent) is a minority;

c. Of the four professionals in the CPB Television Activities Department, one (25 per cent) is a minority; and

d. One of the two professionals in the CPB Radio Activities Department (50 per cent) is a minority.

4. Persons submitting proposals or applications for grants do not receive responses from the CPB Television Activities Department. According to the participants of the Task Force's public forums, many minorities submitting proposals or applications for grants also experience frustration by this lack of a response.

Public Television Programming at the Local Level

1. About 48.6 per cent (18) of the 40 public television station managers responding to the Task Force management questionnaire spend less than $5,000 annually for national minority programming.

2. Slightly under one-third of the public television station managers responding 11 (30.6 per cent) spend less than $5,000 annually on local minority programming.

3. Of the 40 public television station managers responding to the Task Force management questionnaire, 79.5 per cent (32) indicated that there are no monies specifically earmarked for promoting (publicizing) local minority programs.

4. About 17.5 per cent (7) of the television station managers responding to the Task Force questionnaire stated that they do not promote general audience programming among minorities.

5. Of the 124 public television executives responsible for determining local program schedules, only one (.8 per cent) is a minority. This represents a decrease from 1977, when there were two minorities (1 per cent) among 134 persons in this category.

Public Radio Programming at the Local Level

1. Of the 22 public radio station managers responding to the Task Force management questionnaire, 47.4 per cent (nine) indicated that they spend less than $1,000-per-year for national minority programming.

2. About 45.1 per cent of the public radio station managers responding indicated that they spend less than $500 annually on local minority programs.

3. Of the 1,543 hours of programming broadcast by the 12 stations surveyed for the Task Force Radio Content Analysis, 71.5 hours (4.63 per cent) were minority programs.

4. Most minority programming broadcast during the survey week originated locally—47.4 hours (66 per cent) of the 71.5 total hours of minority programming originated locally.

5. Only two of the 12 stations surveyed used minority programs from NPR during the survey week. These were WABE-FM, Atlanta and WBEZ-FM, Chicago.

6. The bulk of minority programming broadcast by the 12 stations during the survey week (23 hours) was music. This represented 32 per cent of the 71.5 hours of minority programming broadcast by the 12 stations during the survey week.

7. The smallest percentage of minority radio programs occurred in the public affairs category—9.5 hours (13.2 per

cent).

8. Sixteen hours (one per cent) of the minority programming broadcast during the survey week were devoted to cultural programming, while 12 hours (67 per cent) were instructional and 11 hours (.7 per cent) of minority programming were classified as "other."

9. Minority programming oriented toward Black audiences comprised 84.7 per cent (60.5 hours) of the 71.5 hours of minority programming broadcast by the 12 public radio stations during the survey week.

10. Nine hours (12.6 per cent) of the minority programming broadcast during the survey week were targeted to Hispanic audiences.

11. Two hours (2.7 per cent) of the minority programming broadcast during the survey week were targeted to Native American audiences. WDET-FM, Detroit and KERA-FM, Dallas each broadcast one hour of minority public affairs programming targeted to Native Americans.

12. No minority programming broadcast during the survey week was targeted to Asian/Pacific Americans.

13. Approximately 86.4 per cent (19 of 22) of the public radio station managers responding to the Task Force management questionnaire indicated that there are no funds specifically earmarked for promoting local minority programs.

14. Some 31.8 per cent (7 of 22) of the local public radio station managers indicated that they do not promote general audience programming among minorities.

15. Of the 81 public radio program managers, five (six per cent) are minorities. In 1977, six minorities comprised six per cent of the 88 persons reported in this category. This loss of one person between 1977 and 1978 represents a 17 per cent decrease in the number of minorities in this job category.

Minority Programming: A Definition

In 1974, the Advisory Panel on Essentials for Effective Minority Programming sought an appropriate definition of the term "minority programming." The Panel first decided that the term "minority" refers to a "racial or ethnic group which, by virtue of its cultural and ethnic identity, is subjected to the disadvantages inherent in a position of inequality in the American social structure." The Panel then decided that a minority program is "a program that is closely identified with the social, economic and cultural experience of a minority group, and focuses on a need or an interest of the specific minority group with which the program identifies.[3]

The definition of minority programming used by this Task Force seeks to incorporate and further refine the concept put forth by the Advisory Panel. This Task Force decided that a minority program is "a program that closely reflects the social, economic, and cultural experience and perspective of a minority group, and focuses on a need or an interest of the specific minority group with which the program identifies."

Early in its deliberations, the Task Force agreed that minority programming is programming that is *by and about* minorities and is sensitive to the values, needs and concerns of the particular minority group whose perspective the program is intended to reflect. With the exception of linguistic programming, it should not necessarily be perceived as *for* minorities only, in that programming oriented toward a specific target audience may well have a broader audience appeal. Definitions of other types of programming used by this Task Force are as follows:

Target Audience or Special Interest Programming—Programming that is directed to a special group(s) of people with particular needs and/or interests; for example, the elderly, the handicapped, youth, cooking and yoga.

General Audience Programming—That which reflects the diversity of American politics, education, economics and culture with special consideration provided for differing or alternative perspectives.

Women's Programming—That which "presents a positive, diverse and representative image of women, involves as well as informs women at all levels of the program decision-making process, integrates them into all areas of the broadcast media, and gives emphasis to the particular experiences and issues that are of special significance to women, but important to all Americans."[4]

Portrayal of Minorities in Public Television Programming

The three national organizations (CPB, NPR and PBS) are all involved in the funding and/or distribution of national programming for public broadcasting. (NPR is the only one of the national organizations which is also responsible for program production.) Further, individual public radio and television stations locally produce or acquire the remainder of their programming.

The degree to which that programming serves the needs, wants and desires of the minority communities of this country, together with the degree to which minorities make programming decisions, was the subject of the Task Force investigation.

Studies of commercial television have revealed consistently that minority group characters, like female characters, are numerically under-represented and are shown in a narrower range of dramatic roles than are white characters. Similarly, analysis of network news programs has shown that issues and events pertinent to minority groups are rarely featured.

The following section describes the research findings of a public television content analysis conducted by the Annenberg School of Communications, University of Pennsylvania.[6] The research reported below was designed to meet two needs. First, to provide the Task Force on Women a progress report on PBS programming practices regarding the portrayal of women; and second, to provide the Minority Task Force with information about the portrayal of minority groups in PBS programming. The results of this research can be used to assess the degree to which the recommendations of the Women's Task Force have been implemented in the two years following the original analysis. The present analysis also provides information that will enable both Task Forces to understand how their respective special interest groups are currently being portrayed in PBS programming, and will facilitate the development of guidelines and recommendations for future PBS programming practices.

Adult Programming

This section focuses upon the adult programming broadcast on PBS during the week of January 23, 1977. The section first discusses the nature of the programming and then looks at the characters who populated these programs, especially in terms of sex and racial representation.

The Programs

The sample of PBS adult programming includes 28 programs that comprised 20½ hours[7] of programming. About 68 per cent of these programs (19) fall into the category of General Adult Programming, 11 per cent (three) are music and/or dance programs and 21 per cent (six) are dramatic in nature.

Table 25 presents the distribution of these three types of adult programming on a number of general program content items. Overall, adult programming on PBS tends to be information-related; that is, about 68 per cent (18) of these programs are panels, documentaries, interviews or instructional programs, while 32.1 per cent (nine) are theatrical in nature. This is especially true for General Adult Programming; in this case, about 95 per cent (27) of the programs are information-related. Adult programs also tend to be targeted at a general audience—only one program *(Black Perspective on the News)* was categorized as being targeted specifically to a minority group. Program participants tended to be either all non-minority group members 19 (67.9 per cent) or members of both minority and non-minority groups 7 (25 per cent). Only one program *(Black Perspective on the News)* had only members of minority groups as participants.

TABLE IV-1

Distribution of Three Types of PBS Adult Programming on Program Content Items

	General Adult		Music/ Dance		Drama		Total	
	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent
TOTAL	19	100.0	3	100.0	6	100.0	28	100.0
Format of Program								
Panel	3	15.8	0	0.0	0	0.0	3	10.7
Documentary	8	42.1	0	0.0	0	0.0	8	28.6
Interview	2	10.5	0	0.0	0	0.0	2	7.1
Instruction	5	26.3	0	0.0	0	0.0	5	17.9
Theatrical	1	5.3	2	66.7	6	100.0	9	32.1
Other	0	0.0	1	33.3	0	0.0	1	3.6
Content								
Public Affairs	5	26.3	0	0.0	0	0.0	5	17.9
Consumer Affairs	1	5.3	0	0.0	0	0.0	1	3.6
Cultural	4	21.1	3	100.0	5	83.3	12	42.9
Other	9	47.4	0	0.0	1	16.7	10	35.7
***Audience Target**								
General	18	94.7	3	100.0	6	100.0	27	96.4
Minority	1	5.3	0	0.0	0	0.0	1	3.6
Participants in Program								
All Non-Minority	15	78.9	0	0.0	4	66.7	19	67.9
All Minority	1	5.3	0	0.0	0	0.0	1	3.6
Both	3	15.8	2	66.7	2	33.3	7	25.0
No Speaking Participants	0	0.0	1	33.3	0	0.0	1	3.6
***Announcer**								
Spoken	16	84.2	3	100.0	4	66.7	23	82.1
Sung	0	0.0	0	0.0	1	16.7	1	3.6
Both	2	10.5	0	0.0	0	0.0	2	7.1
None	1	5.3	0	0.0	1	16.7	2	7.1
****Sex of Announcer**								
Male	13	68.4	3	100.0	5	83.3	21	75.0
Female	1	5.3	0	0.0	0	0.0	1	3.6
Both	4	21.1	0	0.0	0	0.0	4	14.3
None	1	5.3	0	0.0	1	16.7	2	7.1
***Race of Announcer**								
Cannot Code	19	100.0	2	66.7	3	50.0	24	85.7
More than one	0	0.0	1	33.3	3	50.0	4	14.3
Sex of Narrator								
None	11	57.9	3	100.0	3	50.0	17	60.7
Male	6	31.6	0	0.0	3	50.0	9	32.1
Male and Female	2	10.5	0	0.0	0	0.0	2	7.1

*Caution: reliability marginal and/or indeterminent because all programs included in the reliability sample were coded similarly on this item.

**Reliability for this item would be generally unacceptable. The findings have been included because this content item is important. However, caution should be exercised when interpreting the results and making policy decisions.

TABLE IV-1

Distribution of Three Types of PBS Adult Programming on Program Content Items (continued)

	General Adult		Music/ Dance		Drama		Total	
	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent
Race of Narrator								
Cannot Code	14	73.7	3	100.0	3	50.0	20	71.4
White	4	21.1	0	0.0	2	33.3	6	21.4
More than one	1	5.3	0	0.0	1	16.7	2	7.1
Sex of Moderator								
None	16	84.2	3	100.0	6	100.0	25	89.3
Male	3	15.8	0	0.0	0	0.0	3	10.7
Race of Moderator								
None	16	84.2	3	100.0	6	100.0	25	89.3
White	2	10.5	0	0.0	0	0.0	2	7.1
Black	1	5.3	0	0.0	0	0.0	1	3.6
***Music**								
Not Applicable	19	100.0	0	0.0	6	100.0	25	89.3
Jazz	0	0.0	1	33.3	0	0.0	1	3.6
Rock soul	0	0.0	1	33.3	0	0.0	1	3.6
Mixed	0	0.0	1	33.3	0	0.0	1	3.6
Tone of Action								
Comic	1	5.3	1	33.3	1	16.7	3	10.7
Mixed	3	15.8	0	0.0	1	16.7	4	14.3
Serious	15	78.9	2	66.7	4	66.7	21	75.0
Setting of Major Action								
Urban	3	15.0	0	0.0	2	33.3	5	17.9
Rural	1	5.3	0	0.0	2	33.3	3	10.7
Studio	8	42.1	2	66.7	0	0.0	10	35.7
Concert Hall	0	0.0	1	33.3	0	0.0	1	3.6
Other	1	5.3	0	0.0	0	0.0	1	3.6
Mixed	6	31.6	0	0.0	2	33.3	8	28.6
Violence - Seriousness								
No Violence	17	89.5	3	100.0	0	0.0	20	71.4
Humorous	1	5.3	0	0.0	1	16.7	2	7.1
Mixed	0	0.0	0	0.0	1	16.7	1	3.6
Serious	1	5.3	0	0.0	4	66.7	5	17.9
Violence-Significance								
No Voilence	17	89.5	3	100.0	0	0.0	20	71.4
Incidental - minor	1	5.3	0	0.0	3	50.0	4	14.3
Significant	1	5.3	0	0.0	2	33.3	3	10.7
Major Focus	0	0.0	0	0.0	1	16.7	1	3.6

*Caution: reliability marginal and/or indeterminent because all programs included in the reliability sample were coded similarly on this item.

Moderators and narrators also are more likely to be non-minority group members. Of the three programs that had moderators, two had moderators who are white, while the other had a Black moderator. For the most part, narrators are more prevalent than are moderators. Over one-quarter (eight) of the programs have narrators. However, once again, programs usually have either white narrators only, or several narrators who are minority and non-minority group members.

Characters in Adult Programming

Tables IV-2 and IV-3 present the sex and racial distribution of characters in this sample of PBS programming. Table IV-26 looks at the sex and racial make-up of the characters who populated general adult programs. Examination of the table reveals that 86.5 per cent of these characters are white, 7.8 per cent are Black, 5.6 per cent can be classified as either American Indian, Asian or Hispanic. Table IV-3 reveals a similar distribution in dramatic programming—in this case, 89.5 per cent are classified as white, 6.1 per cent as Black and 4.4 per cent as belonging to other racial groups.

TABLE IV-2

Race and Sex of Characters in PBS General Adult Programming (excludes Music, Dance and Drama)

	All		Males		Females	
	N	Per Cent	N	Per Cent	N	Per Cent
Total	141	100.0	100	100.0	41	100.0
White	122	86.5	85	85.0	37	90.2
Black	11	7.8	9	9.0	2	4.9
American Indian	3	2.1	2	2.0	1	2.4
Asian, Pacific	3	2.1	2	2.0	1	2.4
Hispanic	2	1.4	2	2.0	0	0.0

TABLE IV-3

Race and Sex of Characters in PBS Dramatic Programming (excludes General Adult, Music and Dance)

	All		Males		Females	
	N	Per Cent	N	Per Cent	N	Per Cent
Total	114	100.0	82	100.0	32	100.0
White	102	89.5	73	89.0	29	90.6
Black	7	6.1	6	7.3	1	3.1
Asian, Pacific	1	0.9	1	1.2	0	0.0
Hispanic	3	2.6	2	2.4	1	3.1
Other	1	0.9	0	0.0	1	3.1

Generally, more characters, especially those who populate the dramatic programs, spend less than a minute in active program participation,[8] as Table IV-4 indicates. About 40 per cent of the characters in general adult programs actively participate in the program for less than a minute, about 41 per cent actively participate for one to five minutes and less than 20 per cent are active for five or more minutes.

Characters in dramatic programs tend to spend even less time in active program participation. Over two-thirds of the characters who populate these programs are actively participating for less than one minute, while only about seven per cent are actively involved in the action for five or more minutes.

TABLE IV-4

Amount of Time Spent in Active Participation by Male and Female Characters

	All		Males		Females	
	N	Per Cent	N	Per Cent	N	Per Cent
General Adult Programming (excludes Music/Dance, Drama)						
Total	141	100.0	100	100.0	41	100.0
1 -30 seconds	40	28.4	27	27.0	13	31.7
31 - 60 seconds	19	13.5	16	16.0	3	7.3
1 - 5 minutes	58	41.1	41	41.0	17	41.5
5 - 10 minutes	9	6.4	7	7.0	2	4.9
10 - 20 minutes	4	2.8	4	4.0	0	0.0
over 20 minutes	11	7.8	5	5.0	6	14.6
Dramatic Programming (excludes General Adult, Music/Dance)						
Total	114	100.0	82	100.0	32	100.0
1 - 30 seconds	61	53.5	46	56.1	15	46.9
31 - 60 seconds	18	15.8	11	13.4	7	21.9
1 - 5 minutes	27	23.7	19	23.2	8	25.0
5 - 10 minutes	3	2.6	2	2.4	1	3.1
10 - 20 minutes	4	3.5	3	3.7	1	3.1
over 20 minutes	1	0.9	1	1.2	0	0.0

Table IV-5 presents the time spent by members of different racial groups in active program participation. However, these results must be viewed very cautiously because there are so few characters who are members of minority groups (see Tables IV-2 and IV-3). As was found in Table IV-4, most characters actively participated in a program for less than a minute. Overall, in General Adult Programming, only one Black and one American Indian participated for five minutes or more. In the sample of dramatic programs, no racial minorities actively participated for five minutes or more.

TABLE IV-5

Amount of Time Spent in Active Participation by Members of Racial Groups

	White		Black		American Indian		Asian, Pacific		Hispanic		Total	
	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent
General Adult Programming (excludes Music/Dance, Drama)												
Total	122	100.0	11	100.0	3	100.0	3	100.0	2	100.0	141	100.0
1 - 30 seconds	34	27.9	4	36.4	0	0.0	1	33.3	1	50.0	40	28.4
31 - 60 seconds	15	12.3	2	18.2	1	33.3	1	33.3	0	0.0	19	13.5
1 - 5 minutes	51	41.8	4	36.4	1	33.3	1	33.3	1	50.0	58	41.1
5 - 10 minutes	8	6.6	0	0.0	1	33.3	0	0.0	0	0.0	9	6.4
10 - 20 minutes	4	3.3	0	0.0	0	0.0	0	0.0	0	0.0	4	2.8
over 20 minutes	10	8.2	1	9.1	0	0.0	0	0.0	0	0.0	11	7.8

	White		Black		Asian, Pacific		Hispanic		Other		Total	
	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent
Dramatic Programs (excludes General Adult, Music/Dance)												
Total	102	100.0	7	100.0	1	100.0	3	100.0	1	100.0	114	100.0
1 - 30 seconds	50	49.0	7	100.0	1	100.0	2	66.7	1	100.0	61	53.5
31 - 60 seconds	17	16.7	0	0.0	0	0.0	1	33.3	0	0.0	18	15.8
1 - 5 minutes	27	26.5	0	0.0	0	0.0	0	0.0	0	0.0	27	23.7
5 - 10 minutes	3	2.9	0	0.0	0	0.0	0	0.0	0	0.0	3	2.6
10 - 20 minutes	4	3.9	0	0.0	0	0.0	0	0.0	0	0.0	4	3.5
over 20 minutes	1	1.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.9

Table IV-6 presents information for General Adult and Dramatic Programming items for characters classified by racial group. Examination of this table reveals the same general patterns—most characters portray roles that are minor to the action, cannot be classified as to family affiliation and are not involved in violence. However, Blacks in General Adult Programming are more likely to portray supporting rather than major roles, and no minority group members portray a major role in dramatic programming. Blacks in General Adult Programming are more likely to be actively involved in the field of entertainment.

Table IV-7 presents the mean score on a five-point scale measuring leadership qualities for major characters in adult programming. The higher scores on this scale indicate that the character exhibits more "leader" than "follower" qualities. Over all, major characters in PBS adult programming are more likely to exhibit leadership qualities (x=3.60). Female characters, especially in General Adult Programming, were judged as being more likely to be leaders than were male characters. Women in all types of programming score 3.76 on this scale, while men score 3.50. White characters are also more likely to be judged higher on this scale than are Black characters (3.60 to 3.50, respectively).

TABLE IV-6

Distribution of Characters in Racial Classifications in General Adult and Dramatic Programming on Descriptive Items

	General Adult												Drama											
	White		Black		Am. Ind.		Asian		Hispanic		Other		White		Black		Am. Ind.		Asian		Hispanic		Other	
	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent
TOTAL	122	100.0	11	100.0	3	100.0	3	100.0	2	100.0	0	0.0	102	100.0	7	100.0	0	0.0	1	100.0	3	100.0	1	100.0
Status																								
Major	29	23.8	1	9.1	1	33.3	0	0.0	0	0.0	0	0.0	15	14.7	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Supporting	4	3.3	5	45.5	0	0.0	0	0.0	0	0.0	0	0.0	12	11.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Minor	89	73.0	5	45.5	2	66.7	3	100.0	2	100.0	0	0.0	75	73.5	7	100.0	0	0.0	1	100.0	3	100.0	1	100.0
Marital Status																								
Cannot Code	119	97.5	11	100.0	3	100.0	3	100.0	2	100.0	0	0.0	82	80.4	7	100.0	0	0.0	1	100.0	3	100.0	1	100.0
Not Married	1	0.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	6.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Married	2	1.6	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	10	9.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Divorced-Widowed	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	2.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Mixed	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Family Position																								
Cannot Code	119	97.5	11	100.0	2	66.7	3	100.0	2	100.0	0	0.0	84	82.4	7	100.0	0	0.0	1	100.0	3	100.0	1	100.0
Spouse	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	2.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Parent	2	1.6	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	6.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Child	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	2.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Aunt/Uncle	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Other	1	0.8	0	0.0	1	33.3	0	0.0	0	0.0	0	0.0	1	1.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Family Life																								
Cannot Code	118	96.7	11	100.0	2	66.7	3	100.0	2	100.0	0	0.0	83	81.4	7	100.0	0	0.0	1	100.0	3	100.0	1	100.0
Important	3	2.5	0	0.0	1	33.3	0	0.0	0	0.0	0	0.0	19	18.6	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Not Important	1	0.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Children-Minor																								
Cannot Code	121	99.2	11	100.0	3	100.0	3	100.0	2	100.0	0	0.0	92	90.2	7	100.0	0	0.0	1	0.0	3	100.0	1	100.0
Has Minor Children	1	0.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	9	8.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Has Limited Responsibility	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Violence																								
Does Not Commit	122	100.0	11	100.0	3	100.0	3	100.0	2	100.0	0	0.0	82	80.4	7	100.0	0	0.0	1	100.0	3	100.0	1	100.0
Commits Non-Fatal	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	16	15.7	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Commits Fatal	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	4	4.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Victimization																								
Does Not Suffer	121	99.2	11	100.0	3	100.0	3	100.0	2	100.0	0	0.0	76	74.5	5	71.4	0	0.0	1	100.0	3	100.0	1	100.0
Suffers Non-Fatal	1	0.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	24	23.5	2	28.6	0	0.0	0	0.0	0	0.0	0	0.0
Suffers Fatal	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	2.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Field of Activity																								
None, mixed	32	26.2	1	9.1	2	66.7	1	33.3	0	0.0	0	0.0	32	31.4	3	42.9	0	0.0	0	0.0	2	66.7	1	100.0
Entertainment	29	23.8	5	45.5	1	33.3	0	0.0	0	0.0	0	0.0	11	10.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Farming	6	4.9	2	18.2	0	0.0	1	33.3	0	0.0	0	0.0	2	2.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Business	16	13.1	1	9.1	0	0.0	0	0.0	1	50.0	0	0.0	20	19.6	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Government	11	9.0	1	9.1	0	0.0	0	0.0	1	50.0	0	0.0	30	29.4	2	28.6	0	0.0	0	0.0	0	0.0	0	0.0
Health	20	16.4	1	9.1	0	0.0	1	33.3	0	0.0	0	0.0	5	4.9	2	28.6	0	0.0	1	100.0	1	33.3	0	0.0
Education	1	0.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Science	6	4.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Religion	1	0.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Illegal	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0

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TABLE IV-7

Leadership Score for Major Characters in Adult Programming

	All Programs			General Adult			Drama		
	N	X	s	N	X	s	N	X	s
All Characters	67	3.60	.82	40	3.75	.74	27	3.37	.88
Males	42	3.50	.77	26	3.65	.69	16	3.25	.86
Females	25	3.76	.88	14	3.93	.83	11	3.55	.93
White	60	3.60	.85	33	3.79	.78	27	3.37	.88
Black	6	3.50	.55	6	3.50	.55	-	-	-
American Indian	1	4.00	-	1	4.00	-	-	-	-

TABLE IV-8

Race of Professional Musicians and Dancers

	Conductors		Musicians		Dancers		Total	
	N	Per Cent	N	Per Cent	N	Per Cent	N	Per Cent
Total	1	100.0	96	100.0	31	100.0	128	100.0
White	1	100.0	92	95.8	30	96.8	123	96.1
Black	0	0.0	0	0.0	1	3.2	1	0.8
Hispanic	0	0.0	0	0.0	0	0.0	0	0.0
Asian	0	0.0	1	1.1	0	0.0	1	0.8
Other	0	0.0	0	0.0	0	0.0	0	0.0
Cannot Code	0	0.0	3	3.1	0	0.0	3	2.3

Participants in Music and Dance Programs

Most of the participants in PBS music and dance programs are not featured performers. As was revealed in Table IV-4, only 10 persons were categorized as featured performers. Table IV-8 presents the racial make-up of performers in PBS music and dance programs. As was found in the other two types of PBS programs, there are very few minority group members—only 1.6 per cent of all performers (2 of 128 persons) are classified as members of a minority group.

Children's Programming

The segments of children's programming included in the analysis come from 25 episodes of the following PBS programs: *Sesame Street, The Electric Company, Villa Alegre, Zoom, Mr. Rogers' Neighborhood, Infinity Factory, Rebop,* and *Studio See.* The specific unit analysis for this part of the study is each unique segment in the program.[9] The total sample for children's programming is made up of 534 individual segments.

TABLE IV-9

Distribution of Segments from Children's Programming on General Content Items

Number of Programs	Sesame Street 5		Electric Company 5		Villa Alegre 3		Zoom 4		Mr. Rogers 4		Infinity Factory 2		Rebop 1		Studio See 1		Total 25	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
Total Number of Segments	200	100.0	144	100.0	61	100.0	71	100.0	4	100.0	40	100.0	4	100.0	10	100.0	534	100.0
Target Audience																		
General	193	96.5	144	100.0	41	67.2	70	98.6	4	100.0	39	97.5	4	100.0	10	100.0	505	94.6
Minority	7	3.5	0	0.0	20	32.8	1	1.4	0	0.0	1	2.5	0	0.0	0	0.0	29	5.4
Participants																		
Cannot Code	129	64.5	68	47.2	32	52.5	10	14.1	0	0.0	4	10.0	1	25.0	3	30.0	247	46.2
All non-minority	35	17.5	38	26.4	2	3.3	23	32.4	1	25.0	2	5.0	0	0.0	5	50.0	106	19.9
All minority	17	8.5	13	9.0	20	32.8	14	19.7	0	0.0	20	50.0	2	50.0	0	0.0	86	16.1
Both	19	9.5	25	17.4	7	11.5	24	33.8	3	75.0	14	35.0	1	25.0	2	20.0	95	17.8
Announcer																		
None	162	81.0	102	70.8	44	72.1	51	71.8	1	25.0	36	90.0	3	75.0	3	30.0	402	75.3
Spoken	28	14.0	36	25.0	11	18.0	10	14.1	3	75.0	4	10.0	0	0.0	7	70.0	99	18.5
Sung	7	3.5	2	1.4	4	6.6	4	5.6	0	0.0	0	0.0	1	25.0	0	0.0	18	3.4
Both Speak/Sing	3	1.5	4	2.8	2	3.3	6	0.5	0	0.0	0	0.0	0	0.0	0	0.0	15	2.8
Announcer-Sex																		
None	162	81.0	102	70.9	44	72.1	51	71.8	1	25.0	36	90.0	3	75.0	3	30.0	402	75.3
Male	15	7.5	24	16.7	5	8.2	6	8.5	3	75.0	4	10.0	0	0.0	4	40.0	61	11.4
Female	9	4.5	9	6.3	4	6.6	4	5.6	0	0.0	0	0.0	0	0.0	2	20.0	28	5.2
Mixed, no Sex	14	7.0	9	6.3	8	13.1	10	14.1	0	0.0	0	0.0	1	25.0	1	10.0	43	8.1
Narrator-Sex																		
None	163	81.5	119	82.6	46	75.4	59	83.1	3	75.0	35	87.5	1	25.0	8	80.0	434	81.3
Male	23	11.5	14	9.7	4	6.6	2	2.8	1	25.0	5	12.5	2	50.0	0	0.0	51	9.6
Female	5	2.5	10	6.9	6	9.8	6	8.5	0	0.0	0	0.0	1	25.0	0	0.0	28	5.2
Mixed, No Sex	9	4.5	1	0.7	5	8.2	4	5.6	0	0.0	0	0.0	0	0.0	2	20.0	21	4.0
Narrator-Race																		
Cannot Code	196	98.0	144	100.0	59	96.7	62	87.3	3	75.0	36	90.0	1	25.0	9	90.0	510	95.5
White	4	2.0	0	0.0	0	0.0	7	9.9	1	25.0	1	2.5	0	0.0	1	10.0	14	2.6
Black	0	0.0	0	0.0	0	0.0	1	1.4	0	0.0	2	5.0	1	25.0	0	0.0	4	0.7
Asian	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	25.0	0	0.0	1	0.2
Hispanic	0	0.0	0	0.0	2	3.3	0	0.0	0	0.0	1	2.5	1	25.0	0	0.0	4	0.7
Mixed	0	0.0	0	0.0	0	0.0	1	1.4	0	0.0	0	0.0	0	0.0	0	0.0	1	0.2
Setting-Major Action																		
Cannot Code	96	48.0	64	44.4	11	18.0	4	5.6	0	0.0	2	5.0	0	0.0	2	20.0	179	33.5
Urban	28	14.0	9	6.3	4	6.6	2	2.8	0	0.0	32	80.0	2	50.0	3	30.0	80	15.0
Outdoors, Rural, Unhab., Mobile	25	12.5	30	20.8	15	24.4	14	19.7	1	75.0	0	0.0	0	0.0	3	30.0	90	16.9
Studio, Concert Hall	5	2.5	22	15.3	12	19.7	40	60.6	0	0.0	4	10.0	0	0.0	0	0.0	86	16.1
Mixed, Other	46	23.0	19	13.2	19	31.1	8	11.3	1	25.0	2	5.0	2	50.0	2	20.0	99	18.5

Nature of the Program Segments

Table IV-9 presents the distribution of the segments for each children's program on a number of content items. As previously mentioned, over 50 per cent of the segments came from five episodes each of *Sesame Street* and *The Electric Company*. Consequently, any interpretation of results about the nature of children's programming on PBS must take into account the fact that most of the data were gathered from two programs.

Children's programming on PBS, as was true of the adult programming, is targeted primarily to a general audience. Only one program, *Villa Alegre*, had a large number of segments (32.8 per cent) that could be classified as targeted to a minority audience. About one-third of the segments had some participants who belonged to various minority groups, while only 19.9 per cent of the segments had only non-minority participants.

Over three-quarters of the segments do not have announcers; when announcers do appear, they usually speak. Only 3.4 per cent of the segments have announcers who only sing. Announcers usually are male or their sex cannot be identified (for example, *Sesame Street's* Big Bird). Most segments also do not have narrators, and those narrators that do appear are usually male. The race of the narrator is also difficult to ascertain. (In children's programming, a large number of characters are puppets or animals.) Over 95 per cent of the segments could not be coded on this item. When the narrator's race could be determined, 2.6 per cent of the segments had white narrators, and 1.8 per cent had narrators who were minority group members.

Although the segments have many varied settings, about one-third (especially in *Sesame Street* and *The Electric Company*) cannot be specifically classified. When the setting could be determined, segments are evenly divided into those with urban settings, rural settings, studios and concert halls and a mixture of settings. Urban settings predominate in only one program—*Infinity Factory*.

Most of the themes included in the segment recording instrument could not be isolated reliably by coders; only three out of the eight were reliable. The prevalence of these themes is presented in Table IV-34. Examination of this table reveals that the theme which appears most frequently in children's program segments is audiovisual concepts. Overall, audiovisual concepts appear in 71.1 per cent of the segments. This theme is especially important in *The Electric Company* segments, appearing in practically every segment included in the analysis.

TABLE IV-10

Appearance of Themes in Children's Program Segments

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
Total Number of Segments	200	100.0	144	100.0	61	100.0	71	100.0	4	100.0	40	100.0	4	100.0	10	100.0	534	100.0
Visual and Audio Concepts	131	65.5	141	97.9	47	77.0	26	36.6	2	50.0	36	90.0	0	0.0	0	0.0	383	71.7
Reasoning, Problem Solving	36	18.0	11	7.6	13	21.3	6	8.5	1	25.0	6	15.0	0	0.0	0	0.0	73	13.7
Physical Environment	22	11.0	13	9.0	20	32.8	7	9.9	4	100.0	0	0.0	1	25.0	2	20.0	69	12.9

Characters in Children's Programs

Characters in PBS children's programming were also analyzed by segment. Consequently, the total number of characters included in the analysis is quite large (N=1,081).[10] Table IV-11 presents the distribution of characters in the segments coded for each program on four descriptive characterization items—sex, race, humanity and social age.

Children's programming is somewhat more racially balanced than is PBS adult programming generally, even though a quarter of the characters in children's programs cannot be classified as belonging to a specific racial group. Whites make up 36.7 per cent, 3.9 per cent are Asians, 13.4 per cent are Hispanic, 19.5 per cent are Black and 1.4 per cent belong to some other racial group. There were no American Indian characters in this sample of segments from children's programming.

However, there are interesting and important differences from program to program. *Sesame Street* has the largest number of characters (52.4 per cent) whose race cannot be accurately coded. However, the remainder of the characters are about half white and half members of other racial groups. *The Electric Company* also has a large percentage (32.7 per cent) of characters whose race is indeterminant and a large group of white characters (42.7 per cent). *Villa Alegre* has the largest percentage of Hispanic characters (72.2 per cent), while *Zoom*, *Mr. Rogers' Neighborhood* and *Studio See* have a fairly large number of characters (172 of 264) categorized as belonging to the white race. About half of the characters who populate segments from *Infinity Factory* and *Rebop* are Black.

TABLE IV-11

Distribution of Characters in Children's Programming Segments on Character Content Items

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
TOTAL	359	100.0	214	100.0	90	100.0	202	100.0	31	100.0	130	100.0	24	100.0	31	100.0	1081	100.0
Sex of Character																		
Male	227	63.2	133	62.1	52	57.8	103	51.0	16	51.6	76	58.5	10	41.7	17	54.8	634	58.6
Female	82	22.8	65	30.4	38	42.2	99	49.0	15	48.4	54	41.5	14	58.3	14	45.2	381	35.2
Other Sex, No Sex	50	13.9	16	7.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	66	6.1
Race																		
Cannot Code	188	52.4	70	32.7	7	7.8	1	0.5	2	6.5	1	0.8	0	0.0	2	6.5	271	25.1
White	95	26.5	90	42.1	8	8.9	128	63.4	23	74.2	31	23.8	1	4.2	21	67.7	397	36.7
Black	48	13.4	41	19.2	5	5.6	37	18.3	3	9.7	57	43.8	12	50.0	8	25.8	211	19.5
Asian, Pacific	5	1.4	5	2.3	3	3.3	21	10.4	1	3.2	2	1.5	5	20.8	0	0.0	42	3.9
Hispanic	18	5.0	4	1.9	65	72.2	13	6.4	2	6.5	38	29.2	5	20.8	0	0.0	145	13.4
Other	5	1.4	4	1.9	2	2.2	2	1.0	0	0.0	1	0.8	1	4.2	0	0.0	15	1.4
Humanity																		
Human	183	51.0	176	82.2	83	92.2	202	100.0	24	77.4	130	100.0	24	100.0	29	93.5	851	78.7
Humanized	174	48.5	34	15.9	7	7.8	0	0.0	7	22.6	0	0.0	0	0.0	2	6.5	224	20.7
Animal	2	0.6	2	0.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	4	0.4
Cannot Code	0	0.0	2	0.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	0.2
Social Age																		
Cannot Code	127	35.4	30	14.0	5	5.6	0	0.0	1	3.2	0	0.0	0	0.0	1	3.2	164	15.2
Child-Adolescent	84	23.4	40	18.7	51	56.7	195	96.5	1	3.2	89	68.5	16	66.7	21	67.7	497	46.0
Young Adult	42	11.7	26	12.1	4	4.4	0	0.0	9	29.0	18	13.8	1	4.2	1	3.2	101	9.3
Settled Adult	105	29.2	114	53.3	29	32.2	7	3.5	17	54.8	22	16.9	6	25.0	8	25.8	308	28.5
Elderly	1	0.3	4	1.9	1	1.1	0	0.0	3	9.7	1	0.8	1	4.2	0	0.0	11	1.0

Table IV-12 presents the distribution of characters in these eight programs by race and sex. Overall, proportionately more white women than white men appear as characters in children's programs. About the same percentage of Black men and women appear as characters. However, more of the male characters cannot be classified by race or ethnicity. This is particularly true for segments from *Sesame Street*.

Table IV-13 presents the distribution by sex and race of characters in the sample who are portrayed as working in a particular occupation. Overall, no matter what the sex or racial group membership, the characters who populate this sample of segments from children's programming are not portrayed as working in any particular occupation. In fact, three quarters of these characters are not seen working at all. Table IV-14 also examines how occupations are presented in PBS children's programming. In this table, the occupations of all characters who are portrayed as working are classified as either "male occupations," "female occupations" or "neutral occupations." Examination of this table reveals that most characters—men as well as women—are portrayed as working in occupations that are classified as "masculine." This is especially true for Black or Asian characters, but is somewhat less true for Hispanic characters.

TABLE IV-12

Sex and Race of Characters in Children's Programming Segments

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
Males - Total	227	100.0	133	100.0	52	100.0	103	100.0	16	100.0	76	100.0	10	100.0	17	100.0	634	100.0
White	59	26.0	61	45.9	4	7.7	60	58.3	12	75.0	15	19.7	0	0.0	11	64.7	222	35.0
Black	29	12.8	24	18.0	5	9.6	24	23.3	3	18.8	40	52.6	5	50.0	4	23.5	134	21.1
Asian	2	0.9	2	1.5	0	0.0	4	3.9	0	0.0	1	1.3	3	30.0	0	0.0	12	1.9
Hispanic	8	3.5	3	2.3	37	71.2	13	12.6	0	0.0	19	25.0	2	20.0	0	0.0	82	12.9
Other	3	1.3	3	2.3	0	0.0	2	1.9	0	0.0	0	0.0	0	0.0	0	0.0	8	1.3
Cannot Code	126	55.5	40	30.1	6	11.5	0	0.0	1	6.3	1	1.3	0	0.0	2	11.8	176	27.8
Females -Total	82	100.0	65	100.0	38	100.0	99	100.0	15	100.0	54	100.0	14	100.0	14	100.0	381	100.0
White	35	42.7	27	41.5	4	10.5	68	68.7	11	73.3	16	29.6	1	7.1	10	71.4	172	45.1
Black	19	23.2	17	26.2	0	0.0	13	13.1	0	0.0	17	31.5	7	50.0	4	28.6	77	20.2
Asian	3	3.7	3	4.6	3	7.9	17	17.2	1	6.7	1	1.9	2	14.3	0	0.0	30	7.9
Hispanic	10	12.2	1	1.5	28	73.7	0	0.0	2	13.3	19	35.2	3	21.4	0	0.0	63	16.5
Other	2	2.4	1	1.5	2	5.3	0	0.0	0	0.0	1	1.9	1	7.1	0	0.0	7	1.8
Cannot Code	13	15.9	16	24.6	1	2.6	1	1.0	1	6.7	0	0.0	0	0.0	0	0.0	32	8.4
"Other" or "No" Sex - Total	50	100.0	16	100.0	0	100.0	0	100.0	0	100.0	0	100	0	100	0	100	66	100.0
White	1	2.0	2	12.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	4.5
Black	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Asian	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Hispanic	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Cannot Code	49	98.0	14	87.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	63	95.5

TABLE IV-13

Characters in Children's Segments Portrayed as Working in an Occupation

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
TOTAL	359	100.0	214	100.0	90	100.0	202	100.0	31	100.0	130	100.0	24	100.0	31	100.0	1081	100.0
All Characters																		
Not Seen Working	318	88.6	148	69.2	70	77.8	96	47.5	22	71.0	116	89.2	16	66.7	23	74.2	809	74.8
Seen Working	41	11.4	66	30.8	20	22.2	106	52.5	9	29.0	14	10.8	8	33.3	8	25.8	272	25.2
SEX																		
Males																		
Not Seen Working	193	85.0	87	65.4	38	78.1	46	44.7	9	56.3	65	85.5	7	70.0	12	70.6	457	72.1
Seen Working	34	15.0	46	34.6	14	26.9	57	55.3	7	43.8	11	14.5	3	30.0	5	29.4	177	27.9
Females																		
Not Seen Working	77	93.9	45	69.2	32	84.2	50	50.5	13	86.7	51	94.4	9	64.3	11	78.6	288	75.6
Seen Working	5	6.1	20	30.8	6	15.8	49	49.5	2	13.3	3	5.6	5	35.7	3	21.4	93	24.4
Other Sex																		
Not Seen Working	48	98.0	16	100.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	64	97.0
Seen Working	2	2.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	3.0
RACE																		
Cannot Code																		
Not Seen Working	169	89.9	60	85.7	7	100.0	1	100.0	2	100.0	1	100.0	0	0.0	2	100.0	242	89.3
Seen Working	19	10.1	10	14.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	29	10.7
White																		
Not Seen Working	77	81.1	58	64.4	5	62.5	56	43.8	15	65.2	31	100.0	0	0.0	14	66.7	256	64.5
Seen Working	18	18.9	32	35.6	3	37.5	72	56.3	8	34.8	0	0.0	1	100.0	7	33.3	141	35.5
Black																		
Not Seen Working	44	91.7	25	61.0	5	100.0	19	51.4	3	100.0	48	84.2	11	91.7	7	87.5	162	76.8
Seen Working	4	8.3	16	39.0	0	0.0	18	48.6	0	0.0	9	15.8	1	8.3	1	12.5	49	23.2
Asian																		
Not Seen Working	5	100.0	2	40.0	3	100.0	11	52.4	1	100.0	2	100.0	1	20.0	0	0.0	25	59.5
Seen Working	0	0.0	3	60.0	0	0.0	10	47.6	0	0.0	0	0.0	4	80.0	0	0.0	17	40.5
Hispanic																		
Not Seen Working	18	100.0	1	25.0	48	73.8	7	53.8	1	50.0	33	86.8	3	60.0	0	0.0	111	76.6
Seen Working	0	0.0	3	75.0	17	26.2	6	46.2	1	50.0	5	13.2	2	40.0	0	0.0	34	23.4
Other																		
Not Seen Working	3	100.0	2	50.0	2	100.0	2	100.0	0	0.0	1	100.0	1	100.0	0	0.0	13	86.7
Seen Working	0	0.0	2	50.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	13.3

TABLE IV-14

Characters Portrayed as Working in Occupations Classified as Male, Female and Neutral in Segments from PBS Children's Programs

	Male		Female		Neutral		Total	
	N	per cent	N	per cent	N	per cent	N	per cent
TOTAL	198	77.6	40	15.7	17	6.7	255	100.0
Sex								
Male	129	78.2	21	12.7	15	9.1	165	100.0
Female	68	77.3	18	20.4	2	2.3	88	100.0
Other	1	50.0	1	50.0	0	0.0	2	100.0
Race								
Cannot Code	16	66.7	6	25.0	2	8.3	24	100.0
White	107	78.1	21	15.3	9	6.6	137	100.0
Black	39	83.0	7	14.9	1	2.1	47	100.0
Asian	12	92.3	1	7.7	0	0.0	13	100.0
Hispanic	23	69.8	5	15.1	5	15.1	33	100.0
Other	1	100.0	0	0.0	0	0.0	1	100.0

TABLE IV-15

Type of Activity Exhibited by Characters in PBS Children's Programs

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
All Characters - Total	359	100.0	214	100.0	90	100.0	202	100.0	31	100.0	130	100.0	24	100.0	31	100.0	1081	100.0
Cannot Code	1	0.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.1
Domestic - Indoor	3	0.8	2	0.9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	6.5	7	0.6
Domestic - Outdoor	1	0.3	0	0.0	0	0.0	0	0.0	1	3.2	0	0.0	0	0.0	0	0.0	2	0.2
Learning	11	3.1	3	1.4	12	13.3	2	1.0	0	0.0	0	0.0	2	8.3	1	3.2	31	2.9
Working in Occupation	39	10.9	57	26.6	17	18.9	21	10.4	2	6.5	13	10.0	4	16.7	2	6.5	155	14.3
Recreation	37	10.3	13	6.1	9	10.0	52	25.7	8	25.8	11	8.5	0	0.0	2	6.5	132	12.2
Demonstration	64	17.8	26	12.1	11	12.2	22	10.9	1	3.2	2	1.5	0	0.0	0	0.0	126	11.7
Non-Active	29	8.1	3	1.4	1	1.1	8	4.0	0	0.0	3	2.3	0	0.0	0	0.0	44	4.1
General	174	48.5	110	51.4	40	44.4	97	48.0	19	61.3	101	77.7	18	75.0	24	77.4	583	53.9

TABLE IV-15

Type of Activity Exhibited by Characters in PBS Children's Programs (continued)

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
SEX																		
Males - Total	227	100.0	133	100.0	52	100.0	103	100.0	16	100.0	76	100.0	10	100.0	17	100.0	634	100.0
Cannot Code	1	0.4	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.2
Domestic - Indoor	2	0.9	1	0.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	5.9	4	0.6
Domestic - Outdoor	1	0.4	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.2
Learning	3	1.3	1	0.8	4	7.7	1	1.0	0	0.0	0	0.0	1	10.0	0	0.0	10	1.6
Working in Occupation	33	14.5	38	28.6	11	21.2	12	11.7	1	6.3	10	13.2	1	10.0	2	11.8	108	17.0
Recreation	22	9.7	9	6.8	5	9.6	28	27.2	5	31.3	5	6.6	0	0.0	1	5.9	75	11.8
Demonstration	45	19.8	15	11.3	6	11.5	7	6.8	1	6.3	1	1.3	0	0.0	0	0.0	75	11.8
Non-Active	17	7.5	2	1.5	1	1.9	2	1.9	0	0.0	2	2.6	0	0.0	0	0.0	24	3.8
General	103	45.4	67	50.4	25	48.1	53	51.5	9	56.3	58	76.3	8	80.0	13	76.5	336	53.0
Females - Total	82	100.0	65	100.0	38	100.0	99	100.0	15	100.0	54	100.0	14	100.0	14	100.0	381	100.0
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic - Indoor	1	1.2	1	1.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	7.1	3	0.8
Domestic - Outdoor	0	0.0	0	0.0	0	0.0	0	0.0	1	6.7	0	0.0	0	0.0	0	0.0	1	0.3
Learning	8	9.8	1	1.5	8	21.1	1	1.0	0	0.0	0	0.0	1	7.1	1	7.1	20	5.2
Working in Occupation	5	6.1	17	26.2	6	15.8	9	9.1	1	6.7	3	5.6	3	21.4	0	0.0	44	11.5
Recreation	13	15.9	2	3.1	4	10.5	24	24.2	3	20.0	6	11.1	0	0.0	1	7.1	53	13.9
Demonstration	12	14.6	10	15.4	5	13.2	15	15.2	0	0.0	1	1.9	0	0.0	0	0.0	43	11.3
Non-Active	9	11.0	1	1.5	0	0.0	6	6.1	0	0.0	1	1.9	0	0.0	0	0.0	17	4.5
General	34	41.5	33	50.8	15	39.5	44	44.4	10	66.7	43	79.6	10	71.4	11	78.6	200	52.5
RACE																		
Cannot Code -Total	188	100.0	70	100.0	7	100.0	1	100.0	2	100.0	1	100.0	0	0.0	2	100.0	271	100.0
Cannot Code	1	0.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.4
Domestic -Indoor	2	1.1	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	0.7
Domestic -Outdoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Learning	1	0.5	1	1.4	1	14.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	1.1
Working in Occupation	18	9.6	11	15.7	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	29	10.7
Recreation	12	6.4	3	4.3	0	0.0	0	0.0	1	50.0	0	0.0	0	0.0	1	50.0	17	6.3
Demonstration	31	16.5	11	15.7	2	28.6	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	44	16.2
Non-Active	10	5.3	1	1.4	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	11	4.1
General	113	60.1	43	61.4	4	57.1	1	100.0	1	50.0	1	100.0	0	0.0	1	50.0	164	60.5
White -Total	95	100.0	90	100.0	8	100.0	128	100.0	23	100.0	31	100.0	1	100.0	21	100.0	397	100.0
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Indoor	1	1.1	2	2.2	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	9.5	5	1.3
Domestic -Outdoor	1	1.1	0	0.0	0	0.0	0	0.0	1	4.3	0	0.0	0	0.0	0	0.0	2	0.5
Learning	5	5.3	2	2.2	3	37.5	2	1.6	0	0.0	0	0.0	0	0.0	1	4.8	13	3.3
Working at Occupation	17	17.9	27	30.0	3	37.5	15	11.7	1	4.3	0	0.0	1	100.0	2	9.5	66	16.6
Recreation	12	12.6	9	10.0	0	0.0	29	22.7	4	17.4	2	6.5	0	0.0	1	4.8	57	14.4
Demonstration	19	20.0	8	8.9	0	0.0	15	11.7	1	4.3	0	0.0	0	0.0	0	0.0	43	10.8
Non-Active	8	8.4	1	1.1	0	0.0	3	2.3	0	0.0	0	0.0	0	0.0	0	0.0	12	3.0
General	32	33.7	41	45.6	2	25.0	64	50.0	16	69.6	29	93.5	0	0.0	15	71.4	199	50.1
Black -Total	48	100.0	41	100.0	5	100.0	37	100.0	3	100.0	57	100.0	12	100.0	8	100.0	211	100.0
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Indoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Outdoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Learning	3	6.3	0	0.0	3	60.0	0	0.0	0	0.0	0	0.0	2	16.7	0	0.0	8	3.8
Working at Occupation	4	8.3	13	31.7	0	0.0	2	5.4	0	0.0	9	15.8	1	8.3	0	0.0	29	13.7
Recreation	10	20.8	1	2.4	1	20.0	8	21.6	2	66.7	4	7.0	0	0.0	0	0.0	26	12.3
Demonstration	8	16.7	4	9.8	0	0.0	4	10.8	0	0.0	0	0.0	0	0.0	0	0.0	16	7.6
Non-Active	9	18.8	1	2.4	0	0.0	5	13.5	0	0.0	2	3.5	0	0.0	0	0.0	17	8.1
General	14	29.2	22	53.7	1	20.0	18	48.6	1	33.3	42	73.7	9	75.0	8	100.0	115	94.5

TABLE IV-15

Type of Activity Exhibited by Characters in PBS Children's Programs (continued)

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
RACE - continued																		
Asian - Pacific - Total	5	100.0	5	100.0	3	100.0	21	100.0	1	100.0	2	100.0	5	100.0	0	0.0	42	100.0
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Indoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Outdoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Learning	1	20.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	2.4
Working in Occupation	0	0.0	2	40.0	0	0.0	3	14.3	0	0.0	0	0.0	1	20.0	0	0.0	6	14.3
Recreation	1	20.0	0	0.0	0	0.0	9	42.9	1	100.0	0	0.0	0	0.0	0	0.0	11	26.2
Demonstration	0	0.0	1	20.0	0	0.0	1	4.8	0	0.0	0	0.0	0	0.0	0	0.0	2	4.8
Non-Active	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
General	3	60.0	2	40.0	3	100.0	8	38.1	0	0.0	2	100.0	4	80.0	0	0.0	22	52.4
Hispanic-Total	18	100.0	4	100.0	65	100.0	13	100.0	2	100.0	38	100.0	5	100.0	0	0.0	145	100.0
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Indoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Outdoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Learning	1	5.6	0	0.0	5	7.7	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	6	4.1
Working in Occupation	0	0.0	2	50.0	14	21.5	1	7.7	1	50.0	4	10.5	1	20.0	0	0.0	23	15.9
Recreation	2	11.1	0	0.0	8	12.3	5	38.5	0	0.0	5	13.2	0	0.0	0	0.0	20	13.8
Demonstration	4	22.2	1	25.0	9	13.8	2	15.4	0	0.0	2	5.3	0	0.0	0	0.0	18	12.4
Non-Active	0	0.0	0	0.0	1	1.5	0	0.0	0	0.0	1	2.6	0	0.0	0	0.0	2	1.4
General	11	61.1	1	25.0	28	43.1	5	38.5	1	50.0	26	68.4	4	80.0	0	0.0	76	52.4
Other -Total	5	100.0	4	100.0	2	100.0	2	100.0	0	0.0	1	100.0	1	100.0	0	0.0	15	100.0
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Indoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Domestic -Outdoor	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Learning	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Working in Occupation	0	0.0	2	50.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	13.3
Recreation	0	0.0	0	0.0	0	0.0	1	50.0	0	0.0	0	0.0	0	0.0	0	0.0	1	6.7
Demonstration	2	40.0	1	25.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	20.0
Non-Active	2	40.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	13.3
General	1	20.0	1	25.0	2	100.0	1	50.0	0	0.0	1	100.0	1	100.0	0	0.0	7	46.7

Table IV-15 presents information about the type of activities engaged in by characters in children's programs. These activities include domestic indoor, domestic outdoor, learning, working in an occupation, recreation, demonstrating how to do something, non-active activities (e.g., reading) and activities that are general in nature. For the most part, no matter what the sex or racial group to which a character belongs, or the program in which a character is found, most characters are classified as taking part in activities of a general nature. Some interesting findings from this table are that 2.6 per cent of the characters who populate *The Electric Company* are portrayed as working in an occupation. Characters, especially males and racial minority groups, in *Zoom* and *Mr. Rogers' Neighborhood* are portrayed as being involved in recreational activities. Learning, as an activity in which characters take part, is important only on *Ville Alegre;* moreover, this is an especially important activity for the Black characters in this program.

Table IV-16 presents the distribution by sex and race of the content item which isolates the amount of time a character spends in active participation during a segment. Examination of this table reveals that most characters are actively involved in a segment's action for less than one minute; in fact, most characters only participate actively for less than 30 seconds. In general, more female characters tend to fall in the category "actively participates for less than 30 seconds." This was especially true for characters on *Villa Alegre* and *Infinity Factory.* Characters on *Mr. Rogers' Neighborhood* are more likely to actively participate for one to five minutes. On *Sesame Street,* 61.1 per cent of the characters classified as Hispanic participate actively for one to five minutes.

TABLE IV-16

Active Participation of Characters in PBS Children's Programming

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
All Characters -Total	359	100.0	214	100.0	90	100.0	202	100.0	31	100.0	130	100.0	24	100.0	31	100.0	1081	100.0
1 - 30 seconds	222	61.8	136	63.6	60	66.6	99	49.0	6	19.4	105	80.8	10	41.7	24	77.4	662	61.2
31 - 60 seconds	45	12.6	45	21.0	16	17.8	26	12.9	6	19.4	14	10.8	8	33.3	5	16.1	165	15.3
1 - 5 minutes	92	25.6	33	15.4	14	15.6	77	38.1	13	41.8	11	8.4	4	16.7	1	3.2	245	22.7
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	3	9.7	0	0.0	2	8.3	1	3.2	6	0.6
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	3	9.7	0	0.0	0	0.0	0	0.0	3	0.2
SEX																		
Males - Total	227	100.0	133	100.0	52	100.0	103	100.0	16	100.0	78	100.0	10	100.0	17	100.0	634	100.0
1 - 30 seconds	126	55.5	84	63.2	33	63.5	52	50.5	2	12.5	57	75.0	3	30.0	13	76.5	370	58.4
31 - 60 seconds	31	13.7	26	19.5	6	11.5	12	11.7	3	18.8	11	14.5	3	30.0	3	17.6	95	15.0
1 - 5 minutes	70	30.8	23	17.3	13	25.0	39	37.9	5	31.3	8	10.5	2	20.0	1	5.9	161	25.4
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	3	18.8	0	0.0	2	20.0	0	0.0	5	0.8
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	3	18.8	0	0.0	0	0.0	0	0.0	3	0.5
Females -Total	82	100.0	65	100.0	38	100.0	99	100.0	15	100.0	54	100.0	14	100.0	14	100.0	381	100.0
1 - 30 seconds	53	64.6	40	61.5	27	71.1	47	47.5	4	26.7	48	88.9	7	50.0	11	78.6	237	62.2
31 - 60 seconds	10	12.2	17	26.2	10	26.3	14	14.1	3	20.0	3	5.6	5	35.7	2	14.3	64	16.8
1 - 5 minutes	19	23.2	8	12.3	1	2.6	38	38.4	8	53.3	3	5.6	2	14.3	0	0.0	79	20.7
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	7.1	1	0.3
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Other Sex -Total	50	100.0	16	100.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	66	100.0
1 - 30 seconds	43	86.0	12	75.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	55	83.3
31 - 60 seconds	4	8.0	2	12.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	6	9.1
1 - 5 minutes	3	6.0	2	12.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	5	7.6
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
RACE																		
Cannot Code - Total	188	100.0	70	100.0	7	100.0	1	100.0	2	100.0	1	100.0	0	0.0	2	100.0	271	100.0
1 - 30 seconds	113	60.1	56	80.0	0	0.0	1	100.0	0	0.0	1	100.0	0	0.0	2	100.0	173	63.8
31 - 60 seconds	27	14.4	9	12.9	2	28.6	0	0.0	1	50.0	0	0.0	0	0.0	0	0.0	39	14.4
1 - 5 minutes	48	25.5	5	7.1	5	71.4	0	0.0	1	50.0	0	0.0	0	0.0	0	0.0	59	21.8
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
White - Total	95	100.0	90	100.0	8	100.0	128	100.0	23	100.0	31	100.0	1	100.0	21	100.0	397	100.0
1 - 30 seconds	61	64.2	50	55.6	6	75.0	60	46.9	5	21.7	29	93.5	0	0.0	14	66.7	225	56.7
31 - 60 seconds	11	11.6	20	22.2	1	12.5	17	13.3	3	13.0	0	0.0	1	100.0	5	23.8	58	14.6
1 - 5 minutes	23	24.2	20	22.2	1	17.5	51	39.8	9	39.1	2	6.5	0	0.0	1	4.8	107	27.0
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	3	13.0	0	0.0	0	0.0	1	4.8	4	1.0
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	3	13.0	0	0.0	0	0.0	0	0.0	3	0.8
Black - Total	48	100.0	41	100.0	5	100.0	37	100.0	3	100.0	57	100.0	12	100.0	8	100.0	211	100.0
1 - 30 seconds	34	70.8	23	56.1	4	80.0	19	51.4	0	0.0	43	75.4	7	58.3	8	100.0	138	65.4
31 - 60 seconds	5	10.4	13	31.7	0	0.0	5	13.5	1	33.3	7	12.3	3	25.0	0	0.0	34	16.1
1 - 5 minutes	9	18.8	5	12.2	1	20.0	13	35.1	2	66.7	7	12.3	2	16.7	0	0.0	39	18.5
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Asian - Total	5	100.0	5	100.0	3	100.0	21	100.0	1	100.0	2	100.0	5	100.0	0	0.0	42	100.0
1 - 30 seconds	4	80.0	3	60.0	2	66.7	12	57.1	0	0.0	2	100.0	1	20.0	0	0.0	24	57.1
31 - 60 seconds	0	0.0	1	20.0	1	33.3	3	14.3	0	0.0	0	0.0	2	40.0	0	0.0	7	16.7
1 - 5 minutes	1	20.0	1	20.0	0	0.0	6	28.6	1	100.0	0	0.0	1	20.0	0	0.0	10	23.8
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	20.0	0	0.0	1	2.4
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Hispanic - Total	18	100.0	4	100.0	65	100.0	13	100.0	2	100.0	38	100.0	5	100.0	0	0.0	145	100.0
1 - 30 seconds	6	33.3	1	25.0	46	70.8	5	38.5	1	50.0	29	76.3	1	20.0	0	0.0	89	61.4
31 - 60 seconds	1	5.6	1	25.0	12	18.5	1	7.7	1	50.0	7	18.4	2	40.0	0	0.0	25	17.2
1 - 5 minutes	11	61.1	2	50.0	7	10.8	7	53.8	0	0.0	2	5.3	1	20.0	0	0.0	30	20.7
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	20.0	0	0.0	1	0.7
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Other - Total	4	100.0	4	100.0	2	100.0	2	100.0	0	0.0	1	100.0	1	100.0	0	0.0	14	100.0
1 - 30 seconds	3	75.0	3	75.0	2	100.0	2	100.0	0	0.0	1	100.0	1	100.0	0	0.0	12	85.7
31 - 60 seconds	1	25.0	1	25.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	14.3
1 - 5 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
5 - 10 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
10 - 20 minutes	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0

Table IV-17 presents the distribution of characters by race and sex on an item differentiating verbal participation. Overall, practically every character analyzed in these segments talks—only 2.5 per cent do not speak. About a quarter talk "only slightly," and over a third either "talk a lot" or are "moderate talkers." Characters classified as white appear to be the most talkative—46.1 per cent of these characters are classified in the "talks a lot" category. Asian characters are the next most vocal group, followed by characters categorized as Black. Only among Hispanic characters are there more characters categorized as "moderate talkers" than there are characters who "talk a lot." Men appear to be a little less talkative than are females—3 per cent of the male characters do not talk, while only 1.3 per cent of the female characters are so categorized.

Characters on *Zoom* and *Studio See* tend to be more verbal than those on any of the other programs. Over 60 per cent of the characters in these two programs are classified as "talking a lot." On the other hand, the less verbal programs, that is, programs in which fewer characters are categorized as "talking a lot," are *Sesame Street and Rebop.*

TABLE IV-17

Verbal Participation of Characters in PBS Children's Programming

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
All Characters																		
Cannot Code	1	0.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.1
Talks a Lot	101	28.1	66	30.8	22	24.4	125	61.9	10	32.3	47	36.2	6	25.0	21	67.7	398	36.8
Moderate	113	31.5	89	41.6	44	48.9	50	24.8	15	48.4	60	46.2	6	25.0	1	3.2	378	35.0
Slight	126	35.1	50	23.4	24	26.7	27	13.4	6	19.4	23	17.7	12	50.0	9	29.0	277	25.6
Does Not Talk	18	5.0	9	4.2	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	27	2.5
SEX																		
Males																		
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Talks a lot	77	33.9	38	28.6	16	30.8	63	61.2	7	43.8	30	39.5	4	40.0	13	76.5	248	39.1
Moderate	72	31.7	60	45.1	24	46.2	25	24.3	8	50.0	33	43.4	3	30.0	1	5.9	226	35.6
Slight	64	28.2	30	22.6	12	23.1	15	14.6	1	6.3	13	17.1	3	30.0	3	17.6	141	22.2
Does Not Talk	14	6.2	5	3.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	19	3.0
Females																		
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Talks a lot	19	23.2	22	33.8	6	15.8	62	62.6	3	20.0	17	31.5	2	14.3	8	57.1	139	36.5
Moderate	30	36.6	25	38.5	20	52.6	25	25.3	7	46.7	27	50.0	3	21.4	0	0.0	137	35.0
Slight	30	36.6	16	24.6	12	31.6	12	12.1	5	33.3	10	18.5	9	64.3	6	42.9	100	26.2
Does Not Talk	3	3.7	2	3.1	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	5	1.3
Other, No Sex																		
Cannot Code	1	2.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.5
Talks a lot	5	10.2	6	37.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	11	16.9
Moderate	11	22.4	4	25.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	15	23.1
Slight	31	63.3	4	25.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	35	53.4
Does Not Talk	1	2.0	2	12.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	4.6
RACE																		
White																		
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Talks a lot	28	29.5	37	41.1	3	37.5	78	60.9	9	39.1	13	41.9	0	0.0	15	71.4	183	46.1
Moderate	33	34.7	33	36.7	2	25.0	30	23.4	10	43.5	11	35.5	0	0.0	1	4.8	120	30.2
Slight	24	25.3	17	18.9	3	37.5	20	15.6	4	17.4	7	22.6	1	100.0	5	23.8	81	20.4
Does Not Talk	10	10.5	3	3.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	13	3.3
Black																		
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Talks a Lot	12	25.0	13	31.7	0	0.0	25	67.6	1	33.3	22	38.6	3	25.0	6	75.0	82	38.9
Moderate	12	25.0	15	36.6	3	60.0	9	24.3	2	66.7	28	49.1	3	25.0	0	0.0	72	34.1
Slight	20	41.7	10	24.4	2	40.0	3	8.1	0	0.0	7	12.3	6	50.0	2	25.0	50	23.7
Does Not Talk	4	8.3	3	7.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	3.3
Asian																		
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Talks a lot	0	0.0	1	20.0	1	33.3	13	61.9	0	0.0	1	50.0	2	40.0	0	0.0	18	42.9
Moderate	1	20.0	4	80.0	1	33.3	5	23.8	1	100.0	0	0.0	3	60.0	0	0.0	15	35.7
Slight	4	80.0	0	0.0	1	33.3	3	14.3	0	0.0	1	50.0	0	0.0	0	0.0	9	21.4
Does Not Talk	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Hispanic																		
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Talks a lot	6	33.3	2	50.0	13	20.0	9	69.2	0	0.0	11	28.9	1	20.0	0	0.0	42	29.0
Moderate	4	22.2	1	25.0	35	53.8	3	23.1	1	50.0	21	55.3	0	0.0	0	0.0	65	44.8
Slight	8	44.4	1	25.0	17	26.2	1	7.7	1	50.0	6	15.8	4	80.0	0	0.0	38	26.2
Does Not Talk	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0

TABLE IV-17

Verbal Participation of Characters in PBS Children's Programming (continued)

	Sesame Street		Electric Company		Villa Alegre		Zoom		Mr. Rogers		Infinity Factory		Rebop		Studio See		Total	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
Other																		
Cannot Code	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Talks a lot	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Moderate	2	40.0	1	25.0	1	50.0	2	100.0	0	0.0	0	0.0	0	0.0	0	0.0	6	40.0
Slight	3	60.0	3	75.0	1	50.0	0	0.0	0	0.0	1	100.0	1	100.0	0	0.0	9	60.0
Does Not Talk	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Cannot Code																		
Cannot Code	1	0.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.4
Talks a lot	55	29.3	13	18.6	5	71.4	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	73	26.9
Moderate	61	32.4	35	50.0	2	28.6	1	100.0	1	50.0	0	0.0	0	0.0	0	0.0	100	36.9
Slight	67	35.6	19	27.1	0	0.0	0	0.0	1	50.0	1	100.0	0	0.0	2	100.0	90	33.2
Does Not Talk	4	2.1	3	4.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	2.6

Comparison of 1975 and 1977 Analyses

This section compares the findings of the present analysis of PBS adult and children's programming with findings of the independently-conducted 1975 analysis. In order to make these comparisons, findings presented in the *Report of the Task Force on Women in Public Broadcasting* were organized into a number of summary tables. The reader is urged to exercise caution when comparing results of the two studies. Although extreme care was taken to design the recording instrument used in the present analysis (1977) to be as similar as possible to the one used in the 1975 analysis, in many cases the exact definitions, coding schemes, instructions, as well as *operationalization rules* from the previous study, were not available. Consequently, some differences and/or similarities in the findings of the two studies might be due to methodological differences rather than to changes (or stability) in PBS programming practices.

Table IV-18 presents the 1975 and 1977 distributions of characters by sex and race. Examination of this table reveals that even though the proportion of women in PBS General Adult and Dramatic Programming has increased from 1975 to 1977, most characters (seven out of 10) are male. The racial distribution of these characters has remained about the same—that is, predominantly white. Nine out of 10 characters were white in the 1975 sample and 86.5 per cent were white in the 1977 sample.

TABLE IV-18

Distribution of Characters in Adult Programming by Race and Sex for 1975 and 1977 Samples

	General Adult Programs				Dramatic Programs			
	1975		1977		1975		1977	
	N	per cent	N	per cent	N	per cent	N	per cent
All Characters	235	100.0	141	100.0	60	100.0	114	100.0
Males	200	85.0	100	70.9	48	80.0	82	71.9
Females	36	15.0	41	29.1	12	20.0	32	28.1
White	213	90.3	122	86.5	-	-	102	89.5
Black	14	5.9	11	7.8	NA	-	7	6.1
Other Race	9	3.8	8	5.6	-	-	5	4.4

Table IV-19 presents the distribution by sex and race for characters included in these two analyses of children's programming. Examination of this table reveals that there was not very much change from 1975 to 1977. Women were somewhat better represented in two programs in the 1977 sample—*Villa Alegre* and *Mr. Rogers' Neighborhood.* The distribution of characters by race in the two samples was also quite similar except in one program—*Villa Alegre.* In this case, the percentage of other race characters—that is, Hispanics, Asians and Native Americans—increased sharply in 1977, while the percentage of whites decreased considerably. The proportion of Black characters has remained fairly stable (60.1 per cent in 1975 and 66.2 per cent in 1977).

TABLE IV-19

Distribution of Characters in Children's Segments by Race and Sex for 1975 and 1977

	Sesame Street				Electric Company				Villa Alegre				Zoom				Mr. Rogers'			
	1975		1977		1975		1977		1975		1977		1975		1977		1975		1977	
	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent	N	per cent
All Characters	382	100.0	359	100.0	243	100.0	214	100.0	204	100.0	90	100.0	211	100.0	202	100.0	72	100.0	31	100.0
Sex																				
Male	299	78.0	227	62.3	167	69.0	133	62.1	141	69.0	52	57.8	112	53.0	103	51.0	53	74.0	16	31.6
Female	83	22.0	82	22.8	76	31.0	65	30.4	63	31.0	38	42.0	99	47.0	99	49.0	19	26.0	15	48.4
Other	0	0.0	50	13.9	0	0.0	16	7.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Race																				
Cannot Code*	170	44.5	188	52.4	47	19.3	70	32.7	31	15.2	7	7.8	3	1.4	1	0.5	15	20.8	2	6.5
White	142	37.2	95	26.5	140	57.6	90	42.1	45	22.1	8	8.9	153	72.5	128	63.4	51	70.8	23	74.2
Black	50	13.1	48	13.4	39	16.0	41	19.2	17	8.3	5	5.0	39	18.5	37	18.3	3	4.2	3	9.7
Other	20	5.2	28	7.8	17	7.0	13	6.1	111	54.4	70	77.7	16	7.6	36	17.8	3	4.2	3	9.7

*Calculated by subtracting the number of characters classified as White, Black or other race from the total number of characters in each program.

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The Status of Minorities in Public Television Programming: Excluded or Ignored

The present analysis of the portrayal of women and minority group members in a sample of adult programming on PBS revealed that both women and minority groups do not get as much attention as do males and whites. Only a little more than a quarter of the characters in adult programs are women, and more than eight out of 10 characters in general adult and dramatic programs are white. Moreover, most adult programs appeal to a general audience—only one program in the sample was categorized as being specifically targeted to a minority group and just one program had only minority group participants.

The distribution of characters by sex and race is somewhat more representative in the sample of segments from PBS children's programming. The characters who populate these segments are more representative of different racial groups than was true of adult programming. Overall, about one-third of these characters in children's programs are white, almost two out of five are Black, 13.4 per cent are Hispanic and one-quarter cannot be classified as belonging to a specific racial group. Once again, representation varies considerably from program to program. More than half of the characters in *Sesame Street* segments and one third of those in *The Electric Company* segments cannot be classified as belonging to a specific racial group. *Mr. Rogers' Neighborhood* has the largest percentage of white characters (about 75 per cent) and the character populations of *Rebop* and *Infinity Factory* are predominantly Black.

Women and minority groups are given unfavorable treatment mainly because they are excluded and ignored in most programming. In short, the conclusion presented in the original report is as valid today as it was in 1975. That is,

> "...the content of public television...programming does not reflect the demographic composition of the United States. The overall picture that emerges in no way represents the heterogeneity of the population as far as sex, color, age, and social status are concerned. The topics discussed on adult programs are limited to those of interest to an upper-class, informed audience...."[11]

Distribution and Sources of Public Television Programming

In managing the public television interconnection—the system through which the stations are linked together—the Public Broadcasting Service (PBS) plays a key role in program decision-making. It is through the interconnection that PBS distributes programs to its member stations across the country. Additionally, because the interconnection schedule—which is determined by PBS—specifies the day and time programs will be distributed, PBS has substantial influence over which programs will be broadcast by local public television stations.

PBS sends a weekly "feed" of programs to all 153 of its member television stations. This feed comprises approximately 1,800 hours of original programs annually, as well as twice that number in repeats of programs.

The average broadcaster obtains 69.3 per cent of all program hours and 58.1 per cent of all programs from PBS, thus making PBS by far the most important distributor of public television programming. Locally-produced programs, second to PBS in program distribution, amount to 10 per cent of all program hours and 11.7 per cent of all programs. Regional/state network programs, which account for 6.2 per cent of all program hours and 8.5 per cent of programs, rank third.

In addition to PBS, the major sources of public television program origination (that is, program production) are as follows:

1. Other public television organizations—for example, the Southern Educational Communications Association—and public television stations (26.7 per cent of all program hours and 31.8 per cent of all programs).
2. Major public television stations or production centers, such as, WNET-TV, New York, WGBH-TV, Boston, KCET-TV, Hollywood, and WETA/NPACT, Washington, D.C. (21.5 per cent of all program hours and 18 per cent of all programs).
3. Children's Television Workshop (18.8 per cent of all program hours and 14.8 per cent of all programs).
4. Local origination (10.1 per cent of all program hours and 11.9 per cent of all programs).

In 1977, CPB provided 13.2 per cent ($12.7 million) of PBS' $96 million budget, while member stations provided 4.4 per cent ($4.3 million).

Minority Programming: The Continuing Controversy

There are several different types of programming. Generally, these are news/public affairs, children's, instructional (that is, those programs "used in traditional school or instruction subjects" or "part of a self-teach program in standard instruction subjects),[12] information/skills (for example, "how-to" skill development courses, general information, history/biography, and cultural (music, dance and drama).

More important to this study is that type of programming known as "minority" or "target audience or special interest" programming. Few subjects in public broadcasting have been more controversial than is the subject of minority programming. Specifically, the continuing controversy centers on what constitutes minority programming, how much of the public broadcast schedule is, or should be, devoted to it, the quality of such programs and the extent to which minorities themselves are involved in producing such programs.

As Natan Katzman has pointed out,

> "The area of programming to meet *local* (emphasis original) minority needs is one of the most uneven in public television. The range and quantity of this type of program is determined by money, management personality and the degree to which minority communities are active. (The degree of *opposition* (emphasis original) to minority programming can also be a factor; and several stations have negligible minority populations in the communities—for them the issue does not exist.) In some communities, even where the station perceives sufficient need or demand for local minority programming, there is no money....thus no programs."[13]

In a 1976 analysis of public television programming,[14] Katzman and Wirt broadly defined target audience or special interest programming to include programming oriented toward not only racial and ethnic minorities, but also women, the elderly, low-income persons, the educationally deprived and persons with impaired hearing.

They noted that, in 1976, the average annual totals of target audience or special interest programming for each public television broadcaster were 294 hours and 573 programs.[15] These figures represented 6.5 per cent of all hours

and 7.5 per cent of all programs. If only racial and ethnic minorities are considered in this "target audience" programming, then these figures decrease. The total percentage of target audience programming that was specifically minority was 35.5 per cent—or an average of 104.4 hours per broadcaster. Since the average annual total broadcast hours for each broadcaster was 4,542 hours, the average percentage of target/special interest program hours compared to total program hours is 6.5 per cent per broadcaster, while *the average percentage of minority programs compared to total program hours is 2.3 per cent per broadcaster.*

Of the total broadcast hours devoted to target audience programming in 1976, 80.8 per cent was distributed by PBS, while 11.7 per cent was produced locally. Regional networks and miscellaneous sources distributed 3.3 per cent and 5.6 per cent, respectively, of all target audience programming at that time.

Of the averages for all target and special interest programming 25.1 per cent (an average of 73.8 hours per broadcaster) was designated as Latino and 15.1 per cent (an average of 44.4 hours per broadcaster) as Black. An average of 2.5 per cent (7.6 hours annually) was devoted to "other ethnic" programming by each broadcaster.

Finally, Katzman and Wirt point out that eight national series significantly affected the total amount of target audience programming in 1976. Four of these series were targeted to minorities. Two programs, *Black Journal* and *Black Perspective on the News*, accounted for 29.2 hours of the 44.1 hours intended specifically for Black audiences.[16] These series comprised 7.9 per cent and 2 per cent, respectively, of all programming targeted to Black audiences. (It should be noted here that *Black Journal* is no longer in production by the public broadcast industry; it now appears commercially.) This means that *only 5.2 per cent of all Black programming was specifically targeted to the adult Black audience in 1976.*

TABLE IV-20

Television Series Targeted to Minorities during the 1976-77 Season*

CODE**	PROGRAM TITLE	SUBJECT CATEGORY***	PRODUCER****	LENGTH*****
B	*Black Journal*	C	WNET	13/30
B	*Black Perspective on the News*	PA	WHYY	52/30
S	*Carrascolendas*	E	KLRN	35/30
S	*Villa Alegre*	E	BCTV	165/30

Targeted Subtotal: 132.5 hours

*Source: "Original Broadcast Hours of Minority and Women's Programming/1976-77 Season," October, 1977, PBS. (It should be noted here that this does not include multi-cultural programs such as *Sesame Street* and *Infinity Factory* in the minority program category. While these programs have predominantly minority casts, their content objectives do not reflect the social, economic and cultural experience and perspective of a minority group.)
**B = Black; S = Spanish
***C = Cultural; PA = News/Public Affairs; E = Educative/Children's
****Station or production center producing the series—WNET-TV, New York; WHYY-TV, Philadelphia; KLRN-TV, Austin; and BCTV (Bilingual Children's Television).
*****The numerator indicates the number of programs produced; the denominator indicates the length of the program segments in half-hours.

Table IV-20 indicates that PBS distributed four series (In this case, a series means any program broadcast in more than one segment) targeted to minorities during the 1976-77 season. These series represented 132.5 hours (7.3 per cent) of the total amount of programming (approximately 1,865 hours) distributed by PBS. Two of the four program series were for Hispanic children (*Carrascolendas* and *Villa Alegre*), while the other two were for Black adults *(Black Perspective on the News* and *Black Journal).*

A review of the total number of hours distributed by PBS during the 1976-77 season that focused on minority issues or featured minorities as lead characters and guests reveals that; 1) specials in this category represented 27 hours of programming; 2) drama series totaled 10 hours of programming; and 3) all other series represented 132.5 hours. This total (161.5 hours) represented approximately 9.1 per cent of the total hours distributed by PBS.[17]

However, it should be noted that children's programming is often categorized with, and comprises the bulk of, "minority" program hours. All segments of *Sesame Street*, and *The Electric Company*, (64.5 hours and 65 hours, respectively) are considered Spanish and Black-oriented. Although these programs were initially designed for underprivileged urban children (many of whom are Hispanic or Black), it is questionable now whether these constitute minority programs per se since the socioeconomic class of the audience of these programs has extended far beyond that which was originally intended.

In additon, the HEW Office of Education funds children's programs under the Emergency School Aid Act (ESAA)—for example, *Carrascolendas* (17.5 hours) and *Villa Alegre* (82.5 hours). (It should be noted that three of the major minority series—*Black Journal* (6.5 hours), *Carrascolendas* (17.5 hours) and *Villa Alegre* (82.5 hours)—are no longer being produced by public broadcasting.) After *Sesame Street, The Electric Company* and the ESAA-TV series are excluded, *minority programs constituted 149 hours (8 per cent) of all programming distributed by PBS between 1976 and 1977.*

Why are there so few programs by and about minorities on public television? The following section, which describes how public television programs are funded, provides a clue to the answer.

The Station Program Cooperative and Minority Programming

The Station Program Cooperative (SPC) began in 1974 as a mechanism by which PBS member stations funded national programming. Under the SPC, stations pool their funds to purchase series and special programs. The price at which these programs are offered to the stations is often not the full production cost, since many programs obtain a portion of their funding from other corporate or foundation sources.

All public television stations and certain large production centers (such as the Children's Television Workshop for *Sesame Street* and *The Electric Company* and the Southern Educational Communications Association—SECA—for *Lowell Thomas Remembers* and *Firing Line)* may submit proposals to PBS to be collated into a "Preference Catalogue" which is sent to station program managers in November of each year. Stations rate these programs on a scale according to their interest in them. After these responses are analyzed, the original number of prosals is cut by approximately half.[18]

With the number of programs reduced (that is, after the "preference cut"), price negotiations for each one are conducted. A second catalogue listing these selected programs, with estimated purchase price, is then sent out to the stations.

Finally, in February, the "Major Market" is set in oper-

ation. The "Major Market" consists of some eight rounds taking place over a period of four weeks. The rounds go through three stages, as follows:

1) Bidding rounds—stations indicate their preference for programs.

2) Elimination rounds—stations indicate some commitment to purchase, as low-preference programs are dropped by the "Market."

3) Purchase rounds—final commitment by stations to purchase from the "Market" those programs they want.

The purchase price of each program varies for individual stations—less well-financed stations are allowed to purchase programs at a lower price. The program price is pro-rated according to: 1) the value of Community Service Grants received by the station, an amount calculated according to the station's non-federal financial support (NFFS); and 2) the number of stations participating in the "the buy" (acquisition) of that program. Of course, the more stations that participate in the buy of a program, the cheaper the program is for everyone. The more stations that actually purchase, the lower the cost across-the-board. This, in effect, means that the price of any program proposal or offering and the type of programs eventually carried are affected by the choice of a majority of the stations.

Delivery on programs purchased through the "Major Market" can vary from the upcoming season to over a year. Two or three times during the year, "Mini-Markets" are conducted with a much smaller group of program offerings. These tend to be more timely types of programming. In 1977, there were three Mini-Markets (in June, August and October) with 18 program offerings resulting in six purchases—none of which were minority programs.

The tables below indicate the number of programs, including minority programs, submitted to the SPC since 1974, those making the preference cut, and those actually purchased.

Minority Program Submissions to the SPC Process*

SPC Year		Total Program Submissions**	Number Minority Programs***	Minority Percentage
I	1974	179	10	5
II	1975	227	29	12
III	1976	202	31	15
IV	1977	108	5	5
V	1978	95	12	12
TOTALS		811	87	10%

*Data supplied by Station Program Cooperative (SPC) Office, Public Broadcasting Service.

** Programs included in the Program Preference Catalogue, the first step in the selection process.

***Minority Programs from 1975 to the present are part of the "multi-cultural" category of PBS programming.

Table IV-21 indicates that, of the 811 total program submissions to the SPC selection process (SPC I-V), 87 (10 per cent) were minority (multi-cultural). The highest percentage of minority submissions occurred in SPC III (1976), where 15 per cent (31 of 202) of the initial program submissions were minority (multi-cultural). The lowest percentage of minority program submissions occurred in SPC IV (1977), when five per cent of the submissions (five of 108) were minority.

TABLE IV-22

Minority Programs Making Preference Cut*

SPC Year		All Programs		Minority Programs***		
		No. Making Preference Cut**	Per cent of Submissions	No. Making Preference Cut**	Per cent of Submissions	Per cent of Preference Cut
I	1974	95	53	7	70	7
II	1975	85	37	7	24	8
III	1976	83	41	13	42	16
IV	1977	48	44	2	40	4
V	1978	37	38	4	33	11
TOTALS		348	42%	33	38%	11%

*Data supplied by SPC Office, PBS.
**This is the first elimination round of the SPC process.
*** Minority programs from 1975 to the present are part of the "multi-cultural" category of PBS programming.

Table IV-22 provides an overview of the programs making the initial preference cut in the SPC process. A total of 348 (42 per cent) of the 811 programs submitted actually made the cut. The total percentage of minority programs making the cut is slightly lower, 38 per cent (33 of 87 programs). Generally, nearly four of 10 programs submitted to the SPC are selected for the preference cut. Table IV-22 also indicates that minority programs have made up 11 per cent (33 of 348) of the total programs making the preference cuts in the SPC between 1974 and 1978. The largest percentage of minority programs making the preference cut occurred in 1976 (SPC III), when minority programs represented 16 per cent (13 of 83) of the programs making the cut. The lowest percentage occurred in the following year (1977), when only four per cent (two of 48) of the programs making the cut were minority.

TABLE IV-23

Minority Programs Purchased by the SPC Compared to Preference Cut*

SPC Year		All Programs		Minority Programs**		
		Number Purchased	Per Cent of Preference Cut	Number Purchased	Per Cent Purchase	Per Cent Preference
I	1974	25	26	2	8	29
II	1975	38	45	3	8	43
III	1976	31	37	2+	6	15
IV	1977	30	63	2+	6	100
V	1978	23	62	2+	9	50
TOTALS		147	42%	11	7%	33%

*Data supplied by SPC Office of PBS.
**Minority programs from 1975 to the present are part of the "multi-cultural" category of PBS programming.
+ For SPC III-V (1976-78), *Sesame Street* is included in this minority program total.

Table IV-23 provides a comparison of programs finally purchased by the SPC with those making the preference cut. The 147 total programs finally selected for distribution by PBS represent 42 per cent of the programs making the preference cut. The most successful years in terms of programs making the preference cut and actually being selected for distribution were 1977 and 1978 (SPC IV-V), when 63 per cent (30 of 48) and 62 per cent (23 of 37), respectively, of the programs in the preference cut were finally selected. The least successful year for the preference cut programs was 1974 (SPC I), when only 26 per cent (25 of 95) of the programs were selected.

In terms of minority programs actually purchased compared with those in the preference cut, the 11 minority (multi-

cultural) programs purchased by the SPC between 1974 and 1978 represent 33 per cent of the minority programs in the preference cut. This is nine per cent lower than the total number of programs making the preference cut (42 per cent). The most successful year for multi-cultural programs occurred in 1977 (SPC IV), when 100 per cent (two of two) of the programs making the preference cut were purchased by the SPC. The programs were *Sesame Street* and *Black Perspective on the News*. The least successful year for minority/multi-cultural preference cut programs was SPC III (1976), when only 15 per cent of the programs (two of 13) were finally selected. Again, these two programs were *Sesame Street* and *Black Perspective on the News*.

TABLE IV-24

Minority Programs Purchased by SPC Compared to Submissions*

SPC Year		All Programs		Minority Programs**	
		No. Purchased	Per Cent of Submissions	No. Purchased	Per Cent of Submissions
I	1974	25	14%	2	20
II	1975	38	17%	3	10
III	1976	31	15%	2 (1)***	6 (3)***
IV	1977	30	28%	2 (1)***	40 (20)***
V	1978	23	24%	2 (1)***	17 (8.5)***
TOTALS		147	18%	11	13%

*Data supplied by SPC Office, PBS.
**Minority programs from 1975 to the present are part of the "multi-cultural" category of PBS programming.
***For SPC III-V (1976-78), *Sesame Street* is included in this minority program total. For SPC III-V (1976-78), *Sesame Street* is excluded from this total.

Table IV-24 provides a comparison between those programs initially placed in the catalogue and those finally selected for PBS distribution. The 147 total programs selected for PBS distribution represent 18 per cent of the total submissions (811). By comparison, minority programs selected represent 13 per cent (11 of 87) of the total minority programs submitted. Minority programs (excluding *Sesame Street* from the multi-cultural total) selected between SPC III and V (1976-1978) were three per cent (one of 31) of the minority program submissions in 1976, 20 per cent (one of five) in 1977, and 8.5 per cent (one of 12) in 1978.

Effects of the SPC Process on Minority Programming

Since its inception, the SPC has funded 11 minority/multi-cultural program series out of 87 program series submitted, as indicated on preceding tables . In comparison, it has funded 136 general audience program series out of a total of 724 submitted.

Several factors mitigate against most new minority program ideas that are submitted to the SPC. First, the nature of the SPC process encourages stations to pay for programs with a successful track record. Because a program is acquired only if enough stations are interested, programs actually purchased through the SPC process are the result of group decision-making. Since station management is primarily interested in obtaining programs that have maximum audience draw, the traditionally popular general audience programs, rather than the less familiar minority programs, will obviously be purchased first.

Second, the SPC process requires a station to expend its own funds. The result is that programs finally selected "are limited to known and/or inexpensive alternatives. Under tight budgets, purchases must be made under conditions of minimum risk. A known program can be judged worthy of a high price, but it is difficult for a station to risk precious funds on an ambitious untried concept."[19] Consequently, most minority program entries are dropped before the final bidding rounds. What is left are inexpensive, "safe" series that provide high numbers of program hours.

Michael Ambrosino, the originator and first executive producer of *Nova* and now with Public Broadcasting Associates, Inc., confirms this notion. In a June 1, 1978 memorandum to local station officials, Ambrosino notes, "The SPC...is a market for the well-known product, or the product of a well-known production house...."[20]

That statement leads to another reason that few minority programs are purchased through the SPC process. As it is presently structured, the SPC tends to be a closed shop in terms of program proposals from outside sources and, therefore, is largely unavailable to independent producers. Many minority producers who are independent are particularly affected by this practice, which necessitates that independent producers work through an established member of the public broadcasting system or secure funds from other sources. In an attempt to lessen this adverse impact, PBS recently developed an eight-page pamphlet, *A Handbook for Independent Producers*, which outlines how such producers can gain access to the public television system, funding sources and procedures for submitting programs for public televison distribution.

Finally, minority programs are generally single or one-time special rate series and, thus, do not offer the appeal of helping to fill the station broadcast schedule.

The Public Televison Funding Process

"CPB production money is the major flexible source of funds for *new* (emphasis original) projects," states Natan Katzman.[21]

The main focus of CPB's Television Activities Department has been to help develop innovative programming for public television. Most of the funds allocated by this Department go toward the acquisition, development and production of programs intended for national distribution through PBS, with a small portion for regional programming.

CPB Board policy mandates that funding for new series be limited to two years. The idea was to get the program started and then have it tested through national exposure. The theory behind this idea: if a series is viable over that time, then it would be offered to stations through the PBS Station Program Cooperative (SPC). In this way, the onus of picking up popular programs is placed on local stations which, under the SPC process, are given direct input into program selection and funding. However, in 1977, *Visions* was funded for a third season, suggesting that this CPB Board policy is, in fact, flexible.

In fiscal year 1977, the CPB Television Activities Department budgeted $16.1 million for production grants (grants to provide programs for public television), of which $14.31 million was expended. Of this amount, $3.1 million went to the Public Broadcasting Service for step-up grants[22] and for the Station Program Cooperative—which left $11.2 million, directly administered by CPB's Television Activities Department, to fund the development and production of programs for public television.

The fiscal year 1977 money was used to fund, in whole or in part, the following items:

- 31 research and development projects
- 15 pilots
- 19 series
- 19 specials
- 10 documentaries through the experimental Revolving Documentary Fund
- three acquisitions
- 74 step-up grants

During fiscal year 1977, the Department received approximately 340 requests to fund program concepts: 84 (25 per cent) were funded and 256 were rejected. This number (84) does not include the experimental Revolving Documentary Fund Project, station acquisitions or the step-up grants.

The Director of the Television Activities Department has referred to that Department as the "leadership component" of the public broadcast system. "The Department will fund projects that are very promising but very hazardous, because the stations don't have the resources to fund projects that are too hazardous or too expensive."[23]

The tables on the following pages indicate the amount of CPB Televison Activities money that went toward the research, development, piloting and production of minority programs[24] during fiscal years 1976 and 1977 and during the transition quarter between 1976 and 1977. Total expenditures/commitments for all programs under those categories are also included.

TABLE IV-25

CPB Expenditures for Public Televison Programming in Fiscal Year 1976*

	TOTAL AMOUNT	MINORITY AMOUNT	MINORITY PER CENT OF TOTAL
Research & Development	$221,041	$9,998	4.4
Pilot Productions	884,251	232,142	27.5
Series and Individual Programs	4,483,616	499,798	11.0
TOTALS	$5,558,908	$741,938	13.3%

*Source: CPB Television Activities Department Report to the CPB Board of Directors dated January 1978.

In fiscal year 1976, minority research and development projects were 4.4 per cent of the total projects in this category; minority pilots were 27.5 per cent of the pilots total. The money spent on all minority projects during the year ($741,938) was 13.3 per cent of the total Department expenditures ($388,172) as Table IV-25 indicates.

TABLE IV-26

CPB Expenditures for Public Television Programming in Fiscal Year 1977*

	TOTAL AMOUNT	MINORITY AMOUNT	MINORITY PER CENT OF TOTAL
Research & Development	$707,072	$199,499	28.2
Pilot Productions	881,111	373,765	42.4
Series Productions	5,873,040	553,624	9.4
Individual Programs and Step-ups	2,468,260	433,407	17.6
TOTALS	$9,929,483	$1,560,295	15.7%

*Source: CPB Television Activities Department Report to the CPB Board of Directors dated January 1978.

In FY 1977, minority research and development projects were 28.2 per cent of the expenditures in this category, while minority pilots were 42.4 per cent of the pilots total, as Table IV-26 shows. Minority series were 9.4 per cent of total series funding; and minority individual programs and step-ups were 17.6 per cent of the total in this category. (Fiscal Year 1977 was the first year the Department did a separate financial breakout for series and individual program funding.) The money spent on all minority projects ($1,560,295) was 15.7 per cent of the total Department expenditures ($9,929,483) in this year. (The one minority series funded by the CPB Television Activities Department in fiscal year 1977 was *Realidades*.

TABLE IV-27

CPB Expenditures for Public Television Programming in the 1977 Transition Quarter*

	TOTAL AMOUNT	MINORITY AMOUNT	MINORITY PER CENT OF TOTAL
Research and Development	$97,276	$5,000	5.1
Pilot Productions	76,627	-0-	-0-
Series and Individual Programs	123,269	25,350	20.5
TOTALS	$388,172	$30,350	7.8%

*Source: CPB Television Activities Department Report to the CPB Board of Directors dated January 1978.

As indicated in Table IV-27, minority research and development projects represented 5.1 per cent of the total projects in this category, while minority pilots represented zero per cent of the total pilots' production budget. In terms of series and individual program development, minority projects represented 20.5 per cent of the total amount expended for series and individual program production. In all, minority public television projects comprised 7.8 per cent of the total CPB Television Activities Department budget in the 1977 transition quarter.

Establishing Public Television Programming Priorities

The broad categories of public television program funding priorities are determined by the Program Advisory Committee of the CPB Board of Directors. The 11-point priority categories[25] set forth by the Board have two major areas of concern: (1) corporate responsibility and policy-making for funding programs; and (2) separation of the Board from individualized program decision-making through a new system for program funding. In the latter area, the resolution stipulates that the funding process should:

- be as simple as possible, and easily comprehended by those outside, as well as inside, the system;
- be designed to encourage program creativity, including new and innovative programming, from diverse sources;
- be open and fair to qualified producers, large and small, both inside and outside of the system—licensee production centers, consortia of stations, as well as independent producers;
- serve the needs of, and provide full opportunities for participation by, the unserved and underserved groups in our society, for example, minorities and women;
- offer the greatest possible flexibility and latitude in the allocation of resources, with a minimum of restrictions and constraints;
- address the need to aggregate funds for the production of major series on a continuing basis; and

• provide for long-range planning and predictability.[26]

Additional specific formulation of programming needs comes from the CPB Offices of Television Activities, Educational Activities and Communications Research and from the PBS Research Office and program managers at local stations.

The CPB Television Activities Department's programming priorities are both developed and communicated through the Program Managers' Seminar. Formal communication with non-station producers and the public is made through press releases and trade publications.

The Program Managers' Seminars are ıeld four times a year in as many regions of the country. At each, about 40 program managers are invited to participate in a loosely-structured, three-day seminar concerning a specific area of programming. In 1976, when the seminars began, the subject was "Public Affairs;" in 1977, it was "Children's Programming;" in 1978, it was "Performance Programming and Satellite." An outgrowth of the seminars on "Public Affairs" was the idea of the experimental Revolving Documentary Fund, which is now a part of the funding responsibilities of CPB's Television Activities Department.

Minority participation in these seminars has been virtually non-existent, since the participants are limited to public television program managers, the vast majority of whom are male and white, as a later section on programming decision-makers will indicate.

Review Procedures for Public Television Program Proposals

The CPB Television Activities Department rarely makes formal requests for proposals (RFP's) on a national basis. The last major request for proposal was for a national program on dance in 1976, which resulted in a program entitled "Dance in America." Most program funding occurs through proposals received on a consistent basis from the community (generally, the public television stations), or which are specifically requested by the Television Activities Department staff.

The emphasis of the CPB Television Activities Department is on station involvement in producing national programming. There are currently no provisions for a regular, on-going process that enables either independent (not affiliated with any station) or minority producers (many of whom are independent producers) to be informed of the CPB Television Activities Department's funding priorities or to participate in its activities in more than a peripheral manner.

At present, the Department's Director of Program Development screens all incoming proposals "to eliminate proposals that do not obviously meet our standards/criteria.[27] Beyond the broad direction of the Board of Directors regarding what these standards are, specific criteria have yet to be produced. The CPB Director of Program Development then forwards selected proposals to project officers for evaluation and comment, with a copy sent to PBS for review and comment.

After review by a project officer, the proposal is then given to the "Senior Television Activities Staff," composed of the Television Activities Director, Deputy Director, Assistant Director-Special Programs and the Director of Program Development (all of whom are presently non-minority). These four individuals, with the advice of the project officer, select proposals to be considered for funding.

If the proposal is rejected, the applicant is notified by letter. If it is accepted, the Department makes a request for contract and notifies the applicant by phone and follow-up letter.

Approvals must be cleared through PBS Programming, as set forth in the 1973 Partnership Agreement between CPB and PBS. Since PBS will ultimately determine whether to distribute the programs nationally over its feed, it is necessary to obtain PBS approval of a project before CPB can fund it.

Final decisions by the CPB Television Activities Department for program funding are forwarded to PBS, and approval comes from the PBS Vice President for Programming.

To facilitate an effective interface between the programming departments of these two bodies, "A Joint Resolution" between CPB and PBS has existed since May 1973. This resolution sets forth guidelines for their working partnership in processing proposals, including the handling of potential conflicts of opinion.

In cases where issues related to programming have arisen, the CPB Board has passed resolutions affirming its support of minority programming. As the Policy section of this report indicates, many of these resolutions have not been effectively implemented by CPB management. However, the Board itself must share culpability with CPB management. At least part of the problem stems from the fact that the Board has neglected to include in its resolutions specific numerical indicators to define implementation standards and criteria. Consequently, while it has voiced support for minority programming, it has left the development and execution of implementation strategies to CPB management.

There are major problems in the current proposal processing system. The most obvious vagary of this system is the lack of clearly stated standards and criteria by which proposals are to be evaluated. Without such objective standards and criteria, proposals yield to the personal judgment and tastes of the CPB and PBS programming staffs. For example, when asked about the method for evaluating program proposals, the Director of CPB's Television Activities Department has stated, "You like the concept, you like the people working on it and they show a track record."[28]

Obviously, a great deal of this type of personalized evaluation relies upon familiarity with the subject matter and upon personal contacts between producers and evaluators. In this realm, minority projects and producers are at a disadvantage, since minorities generally are not part of the previous association of the CPB Television Activities Department staff. This situation might be improved, if there were minority representation among the key programming decision-makers at both PBS and at CPB.

Another problem pertains to the fact that no time frame exists for processing the proposals received and responding to them. This problem is shared by both the CPB Television Activities Department and the PBS Department of Programming. Independent producers as well as stations frequently complain about the lack of a formalized process. Organized procedures that exist on paper do not seem to exist in practice. For example, no precise procedure is followed for acknowledging receipt of proposals, there is no formalized system of communication with applicants regarding the status of proposals and no specific criticisms are given on rejected proposals, thus preventing producers from being in a position to redesign their projects for possible resubmission. It is apparent that there is a need for a formalized review process, as well as wider distribution of the already existing CPB "Guidelines for Submission of Program Proposals."

Although the CPB Television Activities Department has funded some minority series and specials, the previous tables

pertaining to CPB's expenditures for public televison programs do not indicate an ongoing and concerted effort to set line items in the budget for minority and women's programming. As compared to general audience programming (for example, *The Adams Chronicles*), the Department has never devoted comparable energy or funding to "blockbuster" minority programming, even though officials of this Department have said that this is the type of approach to minority programming they want to take in the future.

Efforts to Increase Minority Public Television Programming

On November 4, 1977, the Programming Committee of the PBS Board of Directors passed a resolution regarding minority and women's programming. The Committee recognized that there is a "chronic shortage of special interest programming of quality and stature" and instructed the PBS staff to design a matching fund program (a special set-aside) to the SPC which would promote minority and women's programming.[29]

This matching mechanism would help alleviate the traditional reluctance of stations to purchase special interest programming except at the lowest possible rates—thus insuring poor quality special interest programming. Essentially, a matching fund would reduce each station's purchase costs of minority programs and make possible the purchase of items such as dramatic series or anthologies. The match, then, would be an incentive for stations to buy minority programs.

Initiatives to Increase Minority Representation in all Public Television Programming

PBS currently is advocating an integrated programming concept known as "mainstreaming." The logic runs that minority programming should not be targeted at only small-segmented audiences. Instead, it should be integrated into all programming. A frequently cited example of mainstreaming is the original drama series *Visions* which has produced a number of dramas written by and about minorities and women.

In pursuit of this mainstreaming idea, a "Statement on Minorities and/or Women in SPC Productions" is now attached to every proposal in the SPC Preference Catalogue. This procedure was in effect for the first time in the SPC V (1978). The cover letter to the stations from PBS Programming states:

> "Specifically, we need a simple paragraph or two submitted for each relevant proposal stating the ways in which you propose to integrate minorities and women into the production of the proposed program as well as into the program itself. This information might include, for example, how many members of the production team are minorities or women and what positions they hold; whether you expect your series or program to cover the issues of particular interest to women and minorities; if a series, the probable frequency of such coverage. Other examples might include whether your program will feature minorities or women in key roles such as host, moderator or guest, or, if a dramatic production, what roles will be filled by minorities and women."[30]

Additionally, in response to a CPB Board resolution,[31] CPB's Television Activities Department is now drafting a statement concerning the involvement of minorities and women on and off camera in CPB-funded programming. This statement, to be included in the newly-revised proposal guidelines, reads in part:

> "In an effort to be responsive to the needs (for minority and female representation) and provide broad representation in public broadcasting for minorities and women, CPB requires that each proposal address itself to the needs of this audience in its design and the use of minorities and women both on and off camera.
>
> This will be one of the factors the Corporation considers in its selection of proposals for funding."[32]

According to the Director of CPB's Television Activities Department, "Though these new guidelines have not been finalized, (CPB) management has, in fact, been observing the practice stated above. We believe this policy has resulted in a greater utilization of women and minorities in all phases of production."[33]

Minorities and Public Radio Programming

The special nature of radio enables a station to serve a broad spectrum of special interests in a manner much more economical and with a greater degree of flexibility than television is presently capable of achieving. The wide variety of program services most public radio stations are capable of providing places these outlets in the category of a community resource. As a matter of fact, many communities find that public radio is the only source of particular forms of information, such as rebroadcasts of House and Senate hearings and extensive use of British Broadcasting Corporation news. Therefore, they look upon it as much more than just an entertainment medium.

It is precisely this aspect of public radio's potential that led the Task Force on Minorities in Public Broadcasting to conclude that there was a need for a greater understanding of the level and type of programming currently produced and braodcast by NPR and its affiliates. Toward this end, a content analysis focusing on NPR and 12 of its affiliates in selected markets was conducted. (See Table IV-28.) Specifically, the study analyzes the amount and type of programming distributed by NPR, as well as programming broadcast by 12 NPR member stations, during the week of January 30 to February 5, 1978.

TABLE IV-28

NPR Affiliate Stations Included in Survey

STATION	CITY	LICENSEE TYPE	REGION
WBUR-FM	Boston, Mass.	University	East/N.East
WETA-FM	Washington, D.C.	Community	East
WDET-FM	Detroit, Mich.	University	East/Mid. East
WJCT-FM	Jacksonville, Fla.	Community	South/S. East
WABE-FM	Atlanta, Ga.	School Board	South
KERA-FM	Dallas, Texas	Community	South
WBEZ-FM	Chicago, Ill.	School District	Midwest
KSJN-FM	Minn./St. Paul, Minn.	Community	Midwest
KCFR-FM	Denver, Colo.	University	Midwest
KUAT-AM	Tucson, Ariz.	University	West/S. West
KUSC-FM	Los Angeles, Calif.	University	West
KUOW-FM	Seattle, Wash.	University	West/N. West

The distribution of survey stations according to licensee type is provided in Table IV-29.

TABLE IV-29

Distribution of Survey Stations According to Licensee Type

LICENSEE TYPE	NUMBER
University	6
Community	4
School Board/District	2
State Network	0

Table IV-30 gives the populations in the Standard Metropolitan Statistical Area (SMSA) of the survey stations.

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TABLE IV-30

Populations in SMSA of Survey Stations*

STATION	CITY	TOTAL POPULATION	TOTAL MIN POP	MIN PER CENT
WBUR-FM	Boston, Mass.	1,597,000	370,504	23.2
WETA-FM	Washington, D.C.	2,908,000	808,424	27.8
WDET-FM	Detroit, Mich.	4,431,000	859,614	19.4
WJCT-FM	Jacksonville, Fla.	621,000	147,798	23.8
WABE-FM	Atlanta, Ga.	1,597,000	370,504	23.2
KERA-FM	Dallas, Tex.	2,377,000	496,793	20.9
WBEZ-FM	Chicago, Ill.	6,978,000	1,716,588	24.6
KSJN-FM	Minn./St. Paul, Minn.	1,965,000	78,600	4.0
KCFR-FM	Denver, Colo.	1,237,000	170,706	13.8
KUAT-AM	Tucson, Ariz.	351,000	86,697	24.7
KUSC-FM	Los Angeles, Calif.	7,032,000	2,095,536	29.8
KUOW-FM	Seattle, Wash.	1,421,000	102,313	7.2
TOTALS		32,515,000	7,304,076	22.4%

*Source: Standard Metropolitan Statistical Areas 1970.

An analysis of one week of programming in 12 cities can hardly be called a definitive look at the state-of-the-art of public radio. Yet, a survey of selected markets which are representative of all the markets can provide an indication of existing program content, prevailing attitudes and models of program distribution and use. The following are highlights of the findings of the Task Force Radio Content Analysis:

Of a combined station total *of 1,543 hours of programming broadcast during the survey week, 71.5 hours (4.63 per cent) were minority programming. The bulk of minority programming, 23 hours (32 per cent), was music.* In comparison, minority public affairs programming constituted 9.5 hours (13.2 per cent); 16 hours were devoted to cultural programming; and 11 hours of minority programming were classified as "other." Of the 9.5 hours of minority public affairs programming, 6.5 hours were targeted to Blacks; one hour to Hispanics; and two hours to Native Americans. No minority public affairs programming was targeted to Asian/Pacific Americans.

Of the 16 hours of minority cultural programming, 14 hours were oriented to Blacks and the remaining two hours to Hispanics. No minority cultural programming was oriented to either Asian or Native Americans. Twenty-two of the 23 hours of minority music programming were oriented toward Black audiences, while the other one hour was oriented toward Hispanics. No minority music programs were oriented toward either Asian or Native Americans.

All 12 hours of minority instructional programs were targeted to Black audiences. Of the 11 hours of minority programming which were classified as "other," six hours were targeted to Blacks and five to Hispanics. None of this "other" minority programming was targeted to either Asian or Native Americans.

In all, minority programming oriented toward Black audiences comprised 84.69 per cent (60.5 hours) of the 71.5 hours of minority programming broadcast by the 12 stations during the survey week. Nine hours (12.6 per cent) were targeted to Hispanic audiences, and two hours (2.73 per cent) were targeted to Native Americans. *No minority programming broadcast by the 12 NPR affiliates during the survey week was targeted to Asian/Pacific Americans.*

Most minority programming broadcast during the survey week originated locally—47.4 hours (66 per cent of the 71.5 total hours devoted to minority programming). *Of the 66 hours of programming provided by NPR during the survey week, minority programming constituted 5.5 hours (8.3 per cent).*

Survey stations with a fine arts or classical format (for example, WETA, KERA, KSJN and KUSC) broadcast the least amount of minority programming. During the survey week, WETA, in the Nation's Capital, broadcast seven hours (5.1 per cent) of minority programming out of a total of 137 hours of programming. KERA, Dallas, which broadcast 123 hours of programming during the survey week, broadcast two hours (1.6 per cent) of minority programming. Of 127 hours of programming broadcast by KSJN, Minneapolis/St. Paul during the survey week, none were devoted to minority programming. KUSC, Los Angeles, which has a minority population of 2,095,536 (29.8 per cent), broadcast one hour (.07 per cent) of minority programming in a total broadcast schedule of 131 hours. Three stations (KERA, Dallas; KCFR, Denver; and WBEZ, Chicago) operating in service areas with a combined Hispanic population of 665,361 broadcast no Hispanic programming during the survey week.

Only two of the 12 stations surveyed (WABE, Atlanta and WBEZ, Chicago) used minority programs from NPR during the survey week. *Only two of the 12 stations (WDET, Detroit and KERA, Dallas) broadcast any programming for Native Americans: two hours (2.7 per cent).*

During the survey week, NPR's *All Things Considered* broadcast 19 hours of programming, of which 11 minutes (0.59 per cent) was minority (all Black). If the minority programming category were expanded to include news and public affairs of the Third World (for example, Panama Canal, Zimbabwe, Tanzania and Vietnam) the total comes to 1.08 hours (5.6 per cent).

Distribution of Public Radio Programming

A typical season of NPR programming now consists of approximately 2,600 hours of programs and/or program segments annually. An analysis of NPR program hours for the first three quarters of FY 1977 indicates that of a total of 1,500.6 hours distributed by NPR, 70 hours (4.7 per cent) of the total were programs by, for or about racial/ethnic minorities.[34] (It is unknown what types of minority programming—for example, music, public affairs or news—comprised these 70 hours, because NPR's data reporting systems do not generate this type of information.) These minority radio programs included segments distributed by NPR's Department of Specialized Audience Programs. Unlike PBS, NPR distributes programs to its member stations free of charge.

In 1977, CPB allocated $6.4 million to NPR. This figure will increase to $9 million in 1978.

Efforts to Increase Minority Involvement in Public Radio Programming

NPR is the only one of the three national public broadcasting organizations to have a department whose specific responsibility is to produce specialized audience programs.

In 1976, an NPR Board of Directors resolution established the Department of Specialized Audience Programs at NPR to "serve the special interests and needs of particular groups in our society." The Board resolution further states that, "the predominant special interest groups whose needs and interests will be served by this Department during its initial years of activity will be women, Native Americans, Black Americans, Americans of Hispanic and Pacific/Asian origins and the elderly." [35]

Service to special interest groups was to be provided by the Department in three ways:

1. By generating guidelines and recommendations for all NPR programming in an effort to increase the involvement of minorities and women.
2. By maintaining liaison with representatives of specialized audiences unserved by existing media.
3. By encouraging the acquisition and production of programs for specialized audiences or target groups.

NPR's policy is to address the concerns of special interest groups first through general audience programming efforts. Consequently, in carrying out the first objective listed above, the Department seeks to integrate minority issues and concerns into the mainstream of general audience programming in order to avoid the "ghettoization" of minority targeted programs (that is, the placement of minority programs in low listener periods).

In carrying out its second objective—maintaining liaison with representatives of specialized audiences which are unserved by existing media—the Department has placed a high priority on increased communications between NPR and representatives of special interest groups to heighten the awareness of public radio among minorities and women and to obtain ideas from them for program content. To communicate the goals of NPR and the Department, the Director of the Department regularly participates in community outreach activities such as workshops and conferences. An effort is also made to seek out minority producers for radio programs and to acquaint minorities with job opportunities in public radio.

In addition to working toward integrating minority issues into the mainstream of general audience programming (for example, *All Things Considered*, the daily public affairs program), the Department also seeks to assist NPR staff, member stations and producers to produce quality programming "by, for, about and/or of concern to" minorities and women. This special interest programming, according to the Department, includes "programming which is about special interest groups, such as women and minorities, and/or which deals with issues of particular importance to them, and/or involves them in production and presentation and/or is targeted to them as specialized audiences."[36]

The Department also produces two program services of its own: 1) *Crossroads*, a monthly, one-hour topical program focusing on issues relevant to special interest groups and comprised of a combination of segments produced by local stations and NPR; and 2) the *Specialized Audience Module Service*, a biweekly, one-hour offering of various reports, interviews and mini-documentary segments concerning minorities. These segments are produced by NPR, member stations and independent producers.

Finally, the Department is attempting to address the question of categorizing programs according to their content. The purpose of categorizing programs (that is, determining how program segments are defined relative to minority interests) is to facilitate library access and reporting to government bodies and the public.

The following section, which provides an overview of the persons making programming decisions at the national and local levels, helps illustrate why there is a dearth of quality public broadcast programming which addresses the particular needs, interests and concerns of racial and ethnic minorities in this country.

Minority Employment in Programming Decision-Making Positions

Few minorities are employed in programming decision-making positions, either nationally or locally, in public broadcasting.

Of the 26 major programming decision-makers (officials and managers at NPR, PBS and in CPB's Television and Radio Activities Departments, only one, at NPR, is a minority.[37] This one minority represents four per cent of the major programming decision-makers at NPR. Thus, *none of the 13 officials and managers in CPB's Television Radio Activities Departments are minorities. Similarly, none of the nine major PBS program decision-makers are minorities.*

A review of the professional employees in the programming departments yields a similar finding. Of the 70 professional staff members in the programming departments of the three national organizations, five (seven per cent) are minorities. An analysis of these positions indicates that:

- Two of the 52 programming department professionals at NPR (4 per cent) are minorities.
- At PBS, one of the 12 programming department professionals (eight per cent) is a minority.
- Of the four professionals in the CPB Television Activities Department, one (25 per cent) is a minority.
- One of the two professionals in the CPB Radio Activities Department (50 per cent) is a minority.

In contrast, minorities currently hold almost half of the total office/clerical positions in the programming departments of the three national public broadcasting organizations (10 of 25).

On the local television station level, there were only two minorities (one per cent) out of 134 persons designated as Vice President for Programming, Director of Programming or Program Director/Manager in 1977.[38] These two minority persons represented the Virgin Islands and Puerto Rico; there were no minority program decision-makers in public television in the continental United States in 1977. In public radio, there were six minorities (six per cent) among 88 persons holding the three aforementioned titles in 1977.

TABLE IV-31

Minority Program Managers in Public Television and Radio in 1978*

POSITION	TOTAL EMPLOYEES		NUMBER MINORITIES		PER CENT MIN.	
	TV	RADIO	TV	RADIO	TV	RADIO
V. P. Programming	10	0	0	0	0	0
Program Division Manager	85	67	1	3	1	4
Director of Programming	27	14	0	2	0	14
Director of Program Development	2	0	0	0	0	0
TOTALS	124	81	1	5	.8%	6%

*Source: CPB 1978 MIS Employment Survey.

Table IV-31 indicates that currently even fewer program managers at public broadcast stations are minorities. At present, six per cent *(five of 81) of the public radio program managers are minorities.* This loss of one minority between

1977 and 1978 represents a 17 per cent decrease in total minority program managers in public radio. *Only one (.8 per cent) of the 124 public television program managers is a minority.* This represents a 50 per cent decrease from 1977, when there were two minorities in this category.

Public Television and Radio Station Policies Affecting Minority Audiences and Programs

As previously stated, the findings of the Task Force Management Questionnaire represent the responses of top managers from 62 public broadcast stations (22 radio and 40 television) from various areas of the country.

The questions in this segment of the investigation covered the following areas:

1. Program selection and placement priorities (mandate of public broadcast programming); and
2. A comparison of policy, funding and administrative support for minority audience, as opposed to general audience programming.

Mandate of Public Broadcast Programming

The initial series of questions in this investigation centered on the priorities that managers set in providing programs for their respective communities. The primary mandates, as indicated by the managers, were, first, to inform and educate their audiences; second, to provide an alternative to commercial broadcast programming; and third, to entertain. The concepts of commercial competition (that is, program ratings) and servicing the better educated populations were mentioned infrequently. In terms of how the managers perceive the differences between commercial and public broadcast program objectives, the primary difference indicated by both television and radio managers was that public broadcasting could provide a forum for new, unbroadcast ideas. The second difference indicated by the managers centers on their need to provide programming to an unserviced audience (those who do not view/listen to commercial programs). The third major difference was the lack of reliance on ratings, followed closely by public broadcasting as an outlet for new talent.

Those factors which were not mentioned or mentioned least often are of primary importance to this part of the Task Force investigation. The managers indicated an aversion to the use of ratings services and the concept of serving the better educated segments of the population. They also indicated support for the exposure of new ideas, but not new talent in production or performance.

The target audiences defined as most important to the managers were: 1) the general adult audience; 2) demographically significant audiences (for example, women and minorities); and 3) children and the psychographically-oriented (persons who have special activities or interests; for example, cooking and gardening). There were significant differences by medium in defining priority target audiences. For public television, the priorities were: 1) audiences with special interests or activities; 2) children; and 3) racial/ethnic audiences. Public radio target audience priorities relate to current general audience programming, with racial/ethnic and special interest programs tied for second. The fact that programming oriented toward youth received limited mention may be related to the fact that teens (ages 12 to 17) represent a mere four per cent of the National Public Radio audience.

Public Broadcast Program Policy and Development

The managers were also asked if their facilities had a written policy for programming. Nearly half (48 per cent) said they did. This finding may indicate a need for further analysis of the form and content of those policies and to what degree they consider minority needs. Another part of that study could ask why the other 52 per cent do not have a written programming policy.

The next aspect in the analysis of local programming content development was to examine the differences, if any, between how minority audience, as opposed to general audience, programs are conceived and developed.

A comparison of the sources for program ideas indicates a marked similarity in responses. In both radio and television, the station's staff and local research/ascertainment are the primary and secondary sources, respectively, for program ideas. In each case, the minority communities, community advisory boards and outside producers play a limited role in program development The managers have similar views on the solicitation of minority and general audience non-ascertainment-based program production ideas. They generally use calls to the stations and letters received as a barometer of audience wants, needs and desires beyond ascertainment. A major finding here is that community advisory boards are not used to any extent in the development of program priorities or subject matter in public broadcasting.

Financial Support for Minority Programs

The managers' responses to questions regarding their financial support for minority and general audience programs provided some interesting results. For example, managers either would not or could not respond to the question of whether the percentage of their production budgets allocated to minority programming equals the percentage of minorities in the community served by the station. When questioned about the money allocated for national minority programming, nearly half 48.6 per cent (18) of the television managers indicated that they each spend less than $5,000 annually and about 78 per cent (31) said they each spend less than $15,000 per year for national minority programs. Of the 22 public radio station managers responding, 47.4 per cent (nine) indicated that they each spend less than $1,000 per year for national minority programs.

The responses regarding monies allocated for local minority programming indicate a slightly different set of findings, at least for public television. Of the 36 public television managers responding to this question, slightly more than one-third 36.6 per cent (13) indicated that they each spend $20,000 or more annually on local minority programs, while slightly less than one-third 30.6 per cent (11) said they each spend under $5,000 annually on local minority programs. On the other hand, 45.1 per cent (nine) of the public radio station managers said they each spend less than $500 annually on local minority programs. (These figures may be questionable in light of the diversity of systems for accounting and financial allocation utilized by local stations. Those station accounting systems are currently being reviewed by CPB's Vice President for Financial Affairs.)

Public Broadcast Program Promotion

The managers were also asked about station promotion efforts. Approximately eight of 10 (79.5 per cent, or 32 in television and 86.4 per cent, or 19 in radio) indicated that there are no specific monies allocated for minority program promotion. In terms of the types of promotion utilized for public

broadcast programs, the most likely media used by both local public radio and television managers for general audience program promotion were: 1) local general audience newspapers; 2) station staff making community appearances; and 3) local radio and/or television spots. By comparison, the promotion efforts for minority programming were: 1) staff members making community appearances; 2) announcements in minority-oriented papers; 3) spots on minority-oriented radio/television. Another important point to be noted here is that all 62 managers reporting indicated that they used some type of promotion for general audience programs. Yet, more than one in five (17.5 per cent or seven of the public television managers and 31.8 per cent or seven of the public radio managers) reported that they did not promote general audience programming among minorities. Among those who do promote general audience programming in minority communities, the media most likely used, in rank order, are: 1) staff appearances at local community functions; 2) minority-oriented newspapers; and 3) posters. Again, about one in five managers 22.6 per cent (14) reported that they did no program promotion in the minority communities.

TASK FORCE RECOMMENDATIONS—PROGRAMMING

National Organizations

The Task Force recommends that:

1. CPB, NPR and PBS have adequate[39] representation of minorities in all program decision-making positions which affect acquisition, scheduling, promotion, development and research.

2. Further research be conducted to determine the composition of the program-decision-makers of local and regional public radio/television organizations to insure adequate minority representation. (Program decision-makers are defined as officials and managers in NPR and PBS programming and scheduling departments, and in CPB's Television and Radio Activities Departments, as well as in the research offices of all three organizations).

3. Specific funds be allocated for minority television series and other program development efforts by CPB and PBS. These funds should equal, at least, the percentage of minorities in the national population (17 per cent).

4. CPB allocate matching funds to provide for the acquisition, development and production of minority programming through the PBS Station Program Cooperative.

5. Additional funds be allocated for minority programming at NPR.

6. CPB, NPR and PBS insure that the percentage of minority programming distributed on a national basis is at least equal to the percentage of minorities in the U.S. population according to the 1975 Census update.

7. CPB, NPR and PBS seek out and fully utilize the resources of a growing pool of minority directors, producers, script writers and researchers in this country for both minority and general audience programming.

8. The three national public broadcast organizations monitor local and national program productions to insure that minorities are adequately represented on both minority and general audience program staffs.

9. CPB, NPR and PBS establish, *within six months* after the publication of this report, a more stringent procedure for monitoring and evaluating compliance with programming policy resolutions passed by their respective Boards of Directors.

10. CPB, NPR and PBS report annually to Congress the findings of their evaluation of industry compliance with programming policy resolutions passed by their respective Boards of Directors.

11. CPB, NPR and PBS allocate specific funds for the promotion of minority programs in minority and non-minority communities alike.

12. CPB, NPR and PBS allocate specific funds to promote general audience programs among minorities.

13. The CPB Television Activities Department publish, at least six months in advance, an outline of the general theme of the forthcoming Program Managers Seminar.

14. The CPB Television Activities Department pay particular attention to seeking out and including representation of the diverse cultural/ethnic/racial and linguistic minorities as participants in all Program Managers Seminars.

15. CPB, NPR and PBS immediately devise a written "Standard Proposal Review Process" (SPRP) to solicit, obtain, process and develop minority and general audience program proposals. This review process should state definitive proposal evaluation criteria and timetables for proposal submission and in-house processing.

16. Further research be conducted to track minority programming fed by PBS and NPR and broadcast by the local stations in regard to day part and frequency of preemptions.

National Public Radio

The Task Force recommends that:

1. NPR more fully utilize the existing Department of Specialized Audience Programs to obtain a percentage of NPR minority programming that is at least equal to the percentage of minorities in the U.S. population according to the 1975 Census update.

2. All stations submitting program segments to NPR to receive national exposure be required to complete the latest unitary program summary (an NPR form for reporting the race and sex of characters in public radio programs) as a condition for further submissions.

3. NPR provide a means of distributing minority programs which it is unable to accommodate within its present program feed schedule.

4. NPR advise its affiliates that, although an alternative/racial/ethnic radio station, commercial or public, may co-exist in a given market, the NPR affiliate in that market is not relieved of the responsibility of ascertaining minority community needs and interests or of providing programming targeted specifically to minority communities.

Public Broadcasting Service

The Task Force recommends that:

1. PBS conduct a separate analysis of minority programs used by public television stations to obtain information about the types of licensees using minority programs and the market size of the licensees.

2. PBS management encourage the production of minority programming by purchasing and airing such programs, whether through the SPC process or through a separate mechanism funded by CPB.

3. The concept of minority programming not be abandoned either nationally or locally. The concept of "integrated programming" is fine, if concrete results can be ob-

tained. The Minority Task Force believes, however, that minority programming is needed by minority and general audiences alike. Bilingual programming, for example, is the only way certain groups, such as those for whom Spanish or Chinese is the primary language, can be reached. The Task Force believes that specific minority-identified programs, such as *Black Perspective on the News* can be more successful in attracting minority audiences, much as radio stations which program to Blacks and Hispanics attract a large audience among these specific target groups.

4. More original broadcast hours, including additional original hours of minority programming, be aired.

5. Specific monetary allocations for minority programs be made available to provide incentives for local stations to acquire and broadcast minority programs.

Corporation for Public Broadcasting

The Task Force recommends that:

1. The CPB Television Activities Department develop a procedure by which to establish and maintain communications with independent producers, especially those who are minorities. This ongoing dialogue could provide information about funding priorities, and could become a proposal evaluation mechanism for feedback on rejected proposals.

2. The CPB Radio Activities Department provide information about the number of NPR program submissions with minority content or targeting; the number, names and locations of affiliates providing such programs; and the exact reporting of station usage of such programs on a program-by-program basis. The NPR budget request should then be compared item-by-item with the balance of the financial allocation for non-minority programs.

3. The CPB Radio Activities Department mandate extensive minority involvement at all levels of NPR and in station planning and implementation of the annual Public Radio Conference.

4. The CPB Board immediately establish a priority budget item which provides funds to lease, by July 1979, a satellite transponder to be used solely for the distribution of minority programs to stations, and to be controlled by a cross-section of minority people.

5. The CPB Television and Radio Activities Departments share responsibility with the CPB Human Resources Development Department for selecting minority persons to control a satellite transponder to be used solely for the distribution of minority programs to stations.

Local Stations

The Task Force recommends that:

1. Specific monies be allocated for the acquisition and production of local and national minority programming (public affairs, drama, music and documentaries) at all public radio and television stations.

2. Specific monies at local public television and radio stations be allocated for the promotion of minority programming among minority and non-minority audiences alike.

3. Local public radio and television stations set aside monies from the promotion budget to promote general audience programming among minorities.

4. All public television and radio stations have an adequate representation of minorities in all program decision-making areas affecting acquisition, scheduling, promotion, development and research, especially in broadcast markets with 20 per cent or more minority populations. (Program decision-makers are defined as General Managers and Program Managers.)

5. Minority programming be included in prime time (7 p.m. to 11 p.m.) as well as in fringe time periods.

IMPLEMENTATION STRATEGIES

1. CPB, NPR and PBS should immediately conduct a nationwide search with a view toward actively recruiting and hiring minority talent for program decision-making positions as these become available within the national organizations. These minority professionals should be recruited from within the public broadcasting industry, as well as from outside the industry.

2. The three national public broadcasting organizations should direct their personnel departments to maintain an applicant pool consisting of the names and qualifications of minority individuals who have been recruited for program decision-making positions, those who have applied for these positions, the number who have been hired and the number who were not hired. The personnel departments should also maintain a listing of sources of minority talent which can be made available to those seeking such information and should continuously monitor the number and types of applicants referred by each source.

3. In appropriating funds to the Corporation, Congress should specifically earmark funds for national and local minority programming.

4. An incentive system should be devised for those stations which commit funds for minority programming accepted in the PBS Station Program Cooperative.

5. CPB, PBS and NPR's Development Offices should seek additional sources of funding for minority programming throughout the entire program process—from solicitation, research and production to distribution/syndication.

6. In CPB's annual MIS Employment Survey, the production-related positions should indicate whether the person is assigned to staff: (a) minority programs; (b) non-minority programs; or (c) general production (for example, staff camera person).

7. At CPB, NPR and PBS, the percentage of the minority program promotion budget should be at least equal to the percentage of minorities in the U.S. population—17 per cent.

8. CPB, NPR and PBS should set aside at least 15 per cent of the general audience program promotion budget to promote general audience programs in minority communities.

9. The CPB, PBS and NPR Programming Departments should:

a. Establish a Programming Advisory Panel (PAP), a formally constituted review panel which has adequate and diverse minority representation, to assist with all phases of the programming proposal process. The Panel should include representatives from the human resources staff, other minority professionals in the national organizations, and outside resource consultants.

b. Process all programming proposals, regardless of the size of a project, on an equal basis, rather than according to their source, (that is, station/production center, independents or networks), their budgetary amounts or according to the status—or lack of it—of the individual(s) associated with the proposal(s).

c. Implement whatever requirements are necessary for

the full participation and non-stereotyped portrayal of minorities and women at all levels in all programs to be funded (as per the CPB Board resolution dated January 12, 1977).

d. Record by number and implement a standard policy for logging and tracking all actions on proposals received for funding. In every case, a comprehensive response should be forwarded to the applicant within 60 days after receipt of the proposal. The information logged should include:

(i) The number which was assigned to the proposal upon its receipt.

(ii) A copy of the written acknowledgment which was forwarded to the applicant(s) upon receipt of the proposal.

(iii) A listing of all subsequent actions or communications regarding the proposal.

(iv) A copy of the written response—indicating any actions regarding the proposal—sent to the applicant(s) at intervals not to exceed 30 days. Communication of decisions in writing to grant applicants should give specific explanations for rejection or conditions of approval. The Task Force recognizes that CPB, NPR and PBS are not federal agencies and, therefore, are not required to adhere to the Federal Public Records Laws (Freedom of Information Act); however, in the spirit of public trust and sunshine laws, these agencies should be willing to provide any specific information requested from the public within 10 days after the request is made.

(v) A written procedure for resubmission of rejected proposals and a technical assistance plan which can benefit applicants before proposal rejection occurs.

(vi) Provisions for promotional support in consultation with successful applicant(s), when proposal funding is granted.

10. In monitoring and evaluating industry compliance with programming policy resolutions passed by their Boards of Directors, CPB, NPR and PBS should especially seek guidance from the following: The November 4, 1977 PBS Board of Directors resolution and the March 13, 1976 NPR Board resolution both indicate a severe need for public broadcast programming to serve minority communities and for appropriate structures to address these needs. The CPB Board of Directors resolution dated September 12, 1973, the Amplified Statement on Minority Programming dated October 23, 1974 and the March 17, 1976 and the January 12, 1977 CPB Board resolutions clearly indicate an awareness by CPB, PBS and NPR Boards of the lack of minority involvement at all levels of the programming decision-making process, and the lack of minority programming that addresses the aspirations, values, needs, concerns and culture of the diverse minority communities.

National Public Radio

1. The Department of Specialized Audience Programs should be allowed to contract for minority programs when it has been determined that the NPR Programming Department is unable to reach an agreement with minority producers (for example, in disagreements about content, editing, technical quality or value judgments).

2. The NPR Department of Specialized Audience Programs should be provided with additional staff to solicit, develop and produce full-length, self-contained minority programming (a complete program that can be recorded and broadcast as is).

3. The Department of Specialized Audience Programs should be given the responsibility for improving the data reporting structure for NPR programming—particularly minority programming—and should be given staff sufficient to carry out this added responsibility.

4. The data gathered in all NPR program reporting systems should accurately reflect the level of minority participation in all NPR programming and be jointly reported with data relative to the amount and types of minority-targeted NPR programming.

5. NPR should monitor the amount of all programming—by time and number of segments—carried by local public radio stations.

Local Stations

1. The percentage of funds allocated for programming which meets the ascertained needs of the minority community should equal the percentage of minorities in the city of license or the Standard Metropolitan Statistical Area (SMSA), whichever is greater.

2. Local public radio and television development offices should seek outside funding for minority programming throughout the entire program process—solicitation, research, production and distribution/syndication.

3. At local public radio and television stations, the percentage of the minority promotion budget should be equal to the percentage of minorities in the city of license or at least 15 per cent above the production costs for that program, whichever is greater.

4. The percentage of the promotion budget allocated for the promotion of general audience programming among minorities should be greater than or equal to the minority percentage in the local SMSA.

5. Programming decisions should include input from minority communities beyond the simple ascertainment form.

6. Local public radio and television station managers should immediately seek out minority talent for programming positions, particularly decision-making positions, and should develop applicant pools. These efforts should be complemented by those of the national organizations.

FOOTNOTES

[1] *Report of the National Advisory Commission on Civil Disorders (New York: Bantam Books, 1968), p. 382. (Although the Commission focused on Black Americans exclusively, its findings are also applicable to other racial/ethnic minorities and women.)*

[2] *"Window Dressing on the Set: Women and Minorities in Television,"* Report of the U.S. Commission on Civil Rights (Washington, D.C., August 1977), pp. 71-72.

[3] *Essentials for Effective Minority Programming in Public Broadcasting, op. cit.*, p. 10.

[4] *Report of the Task Force on Women in Public Broadcasting, op. cit.*, p. 16.

[5] *Women in the Wasteland Fight Back*, Report of the U.S. Commission on Civil Rights (Washington D.C.); 1972; *Window Dressing on the Set: Women and Minorities in Television, op. cit.*

[6] The television content analysis, completed March 31, 1978, was conducted under the direction of Dr. Nancy Signorelli, Assistant Professor, Annenberg School of Communications, University of Pennsylvania.

[7] The typical PBS programming practice is to air each program (or most programs) more than one time each week. Therefore, the total number of hours of programming actually broadcast was 27.

[8] Active participation was defined as the amount of time that a character spoke (whether on or off camera), andor performed any action that brought the character out of the background and into the forefront of the scene.

[9] This is the same unit of analysis used in the original study in 1975.

[10] As noted in the preceding section focusing upon segment content, over 50 per cent of the segments included in the sample came from two programs—*Sesame Street* and *The Electric Company*. Consequently, most of the characters (53 per cent) also came from these two programs. For this reason, the reader should exercise some caution when interpreting the results as indicative of all children's programming.

[11] *Report of the Task Force on Women in Public Broadcasting, op. cit.*, p. 33

[12] *Public Television Programming by Category: 1974*, by Natan Katzman and Kenneth Wirt, supported by CPB and the National Center for Education Statistics (NCES) of the U.S. Department of Health, Education and Welfare (Washington, D.C., August 1977), p. 31.

[13] *Program Decisions in Public Television: A Report for the CPB/NCES Programming Project*, by Natan Katzman (Washington, D.C., August 1976), p. 39.

[14] *Public Television Programming by Category: 1976, op. cit.*, p. 87.

[15] *Ibid.*, p. 85. (No figure is given for how much of this programming was in the form of repeats. Frequently children's series such as "Ville Alegre" and "Carrascolendas" are shown more than once in a week. In fact, almost one-third of all public television programming is repeated within one week. Therefore, the amount of new or original minority programming was actually much smaller.)

[16] *Ibid.*, pp. 85, 87-88.

[17] "Original Broadcast Hours of Minority and Women's Programming/1976-77 Season," Lynn Garson, PBS Research Department, October 1977, p. 13.

[18] Of the 96 program proposals in the SPC V (1978) Preference Catalogue, 12 were minority-targeted. Only 27 of these 96 program proposals made the preference cut. Of this number, only two multi-cultural shows—*Sesame Street* and *Black Perspective on the News*—were acquired by the stations. This means that in the fall of 1978, PBS will distribute only one adult minority (as opposed to multi-cultural) program supported by the SPC—*Black Perspective on the News*. The PBS Programming Department defines "multi-cultural" programs as "programs of interest to a variety of ethnic or cultural groups as opposed to those programs that are targeted to specific groups," according to Andy Yocum of PBS.

[19] Natan Katzman, *Program Decisions in Public Television, op. cit.*, p. 32.

[20] Memorandum on "Funding Patterns of the 1977 PBS National Program Schedule, Original Broadcast Hours," dated June 1, 1978 from Michael Ambrosino to station managers, program managers and development officials.

[21] Katzman, *Program Decisions in Public Television, op. cit.*, p. 14.

[22] A Step-up grant is used to defray costs of preparing existing films and other documentaries for presentation on the air.

[23] Interview with Calvin Watson, Director of the CPB Television Activities Department, September 23, 1977.

[24] For the purpose of this investigation, programs or series are considered "minority" if the primary focus was either: (1) to address an issue, theme or subject which specifically relates to ethnic/racial minorities; or (2) to present a minority individual or group as the featured subject. General audience series which might have contained segments of minority subject matter or featured minorities on camera were excluded from the category "minority." For example, although *Visions*, the original drama series from KCET-TV (Los Angeles), included several dramas written by and about minorities, *Visions* is not included in the "minority series productions" figure.

[25] CPB Board of Directors resolution dated March 12, 1978.

[26] *Ibid.*

[27] Interview with Peter Levathes, Director of Program Development, CPB Television Activities Department, February 17, 1978.

[28] Interview with Calvin Watson, Director of CPB's Television Activities Department, September 23, 1977.

[29] PBS Board resolution dated November 4, 1977. (Insofar as PBS is concerned, the term "minorities" includes not only racial and ethnic groups, but also other persons who, because of certain characteristics, are subjected to the disadvantages inherent in a position of inequality in American society. These persons include the mentally, emotionally or physically handicapped and the elderly.)

[30] Proposal submission package, SPC Office.

[31] CPB Board resolution dated January 12, 1977.

[32] Memorandum dated June 14, 1978, in response to a Force request from Calvin Watson, Director, CPB Television Activities Department, on "Involvement of Women and Minorities in CPB-funded Programming.

[33] *Ibid.*

[34] NPR FY 1977 Annual Report.

[35] NPR Board resolution dated March 12, 1976.

[36] "Content Criteria and Production Guidelines for Programming About Women and Minorities," prepared by the Department of Specialized Audience Programs, NPR (Washington, D.C., April 1977), pp. 4-5.

[37] Source: CPB Television and Radio Activities Departments, and PBS and NPR Programming Departments.

[38] Source: CPB 1977 Management Information Systems (MIS) Employment Survey.

[39] As defined in this study, "adequate" representation of minorities is a proportion equal to the percentage of minorities in the national population (17 per cent).

Chapter Five

Minority Access Through Control of Public Broadcast Facilities

Introduction

A decade ago, the Kerner Commission concluded that control—ownership—of the media by whites was a determining factor in the low media visibility and stereotyped portrayals of Black Americans.[1] However, in the absence of access to and control of the media, minorities are at a seeming disadvantage to impact upon the manner in which they are portrayed, as well as whether or not programs constructively address their needs and interests. Cognizant of this fact, the Task Force set out TO IDENTIFY EXISTING POLICY GUIDELINES WHICH ADVERSELY AFFECT MINORITY OWNERSHIP AND TO DEVELOP STRATEGIES BY WHICH TO FACILITATE GREATER MINORITY CONTROL OF PUBLIC BROADCAST STATIONS.

The following represents the findings of the Task Force minority control investigation:

1. There are few minority-controlled[2] public broadcasting stations in the United States—only 18 of the 471 public broadcast stations (195 radio and 276 television) are controlled by minorities.

2. Of the 18 minority-controlled public broadcast stations, 10 are radio (three AM and seven FM frequencies) and eight are television stations.

3. Ten of the 18 minority controlled public broadcast stations (two AM radio, two FM radio, and six television) are operated by four licensees. These four licensees represent the state boards of education for Puerto Rico (two television and two radio stations) and Hawaii (two television stations); an independent school district in Atlanta (one television and one radio station); and a joint community licensee in Bethel, Alaska (one television and one radio station).

4. Eleven of the 18 minority-controlled public broadcast stations (four radio and seven television) are located outside the continental United States (in Alaska, Guam, Hawaii, Puerto Rico and the Virgin Islands).

5. Only one of the eight minority-controlled public television stations is located in the continental United States. That station, WETV-TV, is controlled by the Atlanta Board of Education, the majority of whose current members are Black.

6. Among minority-controlled public television station boards, minority participation ranges from a high of 100 per cent (nine of nine) at KYUK-TV, Bethel, Alaska, to a low of 56 per cent (five of nine) at WETV-TV, Atlanta, Georgia.

7. The "typical" minority-controlled public television station board has 73 per cent minority representation.

8. The two minority-controlled public television stations in Puerto Rico are actually controlled by the Secretary of Education and have no official board of directors per se.

9. Minority participation on minority-controlled public radio stations ranges from a high of 100 per cent (nine of nine) at KYUK-AM, Bethel, Alaska and (five of five) at KTDB-FM, Ramah, New Mexico, to a low of 56 per cent (five of nine) at WABE-FM, Atlanta, Georgia.

10. The "typical" minority-controlled public radio station has an 80 per cent minority board composition.

11. As with their television counterparts, minority-controlled public radio stations in Puerto Rico have no specifically defined board of directors.

12. The racial/ethnic composition of minority-controlled public television station boards is generally represented by one minority group exclusively.

13. Three of the eight minority-controlled public television (PTV) stations (37 per cent) are controlled by Asian Americans.

14. Two each of the eight minority-controlled PTV stations (totalling 50 per cent) are controlled by either Black or Hispanic Americans.

15. Only one of the eight minority-controlled PTV stations (13 per cent) is controlled by Native Americans.

16. As is the case with minority-controlled public television stations, minority-controlled public radio station boards are usually controlled exclusively by one minority group.

17. Four of the 10 minority-controlled public radio stations (40 per cent) are controlled by Native Americans.

18. Three each of the 10 minority-controlled public radio stations are controlled by either Hispanics (30 per cent) or by Blacks (30 per cent).

19. None of the 10 minority-controlled public radio stations are controlled by Asian Americans.

20. One-half (four) of the minority-controlled public television stations (KGTF, Guam; WETV, Atlanta; and KHET and KMEB, Hawaii) have chief executive officers who are not minority group members. One of these stations (WETV) is controlled by Black Americans, while the other three are controlled by Asian Americans.

21. Three minority-controlled public television stations

(KYUK,Alaska; KGTF,Guam; and WETV,Atlanta) report having no chief programming officer.

22. Five of the eight minority-controlled public television stations (KYUK, Alaska; KGTF,Guam; WETV,Atlanta; and KHET and KMEB, Hawaii) report having no chief financial officer.

23. Two of the 10 minority-controlled public radio stations (KOTZ, Alaska and KTDB, New Mexico) have chief executive officers who are non-minorities.

24. One-fifth (two) of the minority-controlled public radio stations (KOTZ, Alaska and WABE, Atlanta) have chief programming officers who are non-minorities.

25. Six minority-controlled public radio stations (KYUK, Alaska; KIPC, New Mexico; WVSP, North Carolina; WEAA, Maryland; and WIPR-AM and FM, Puerto Rico) report having no chief programming officer.

26. Only one of the minority-controlled public radio stations (KTDB, New Mexico) report having a chief financial officer.

27. In passing a resolution on September 14, 1977, "Increasing Minority or Predominately Minority-Controlled Radio and Television Licensees" the CPB Board of Directors failed to specifically earmark funds for any of the activities suggested.

28. Minority-controlled stations encounter several difficulties in obtaining funding through the traditional broadcast support sources. Most of these difficulties relate to the limited financial resources of the populations that support these stations.

29. The formula by which CPB awards "incentive" grants to public television licensees—according to the station's percentage of non-federal financial support (NFFS) in relation to total industry NFFS money—adversely impacts upon stations lacking a firm and board base of financial support (for example, minority-controlled public televison stations).

30. The lack of flexibility in terms of what constitutes in-kind matches under the Educational Broadcasting Facilities Program of the U.S. Department of Health, Education and Welfare (HEW) adversely impacts on prospective minority licensees.

31. No minority-controlled public TV stations received activation grants under the HEW Educational Broadcasting Facilities Program in 1969 or between 1972 and 1976, according to available data.

32. Four of the eight minority-controlled public TV stations—KGTF, Guam in 1970, KHET and KMEB, Hawaii in 1965 and 1966, respectively, and WTJX, Virgin Islands in 1971—have been awarded activation grants (amounting to $810,000) under the HEW Educational Broadcasting Facilities Program.

33. Only one of the eight minority-controlled public TV stations (KGTF, Guam) has not been awarded an expansion/improvement grant under the HEW Educational Facilities Program.

34. Four of the 10 minority-controlled public radio stations—KYUK-AM and KOTZ-AM, Alaska; KIPC-FM, New Mexico; and WVSP-FM, North Carolina—have received activation grants under the HEW Educational Broadcasting Facilities Program.

35. One-fifth (two) of the 10 minority-controlled public radio stations—KBBF-FM, California, and WABE-FM, Atlanta—have been awarded HEW expansion/improvement grants.

36. The HEW Educational Broadcasting Facilities Program awarded $401.6 million between 1963 and 1976. Of this total, minority-controlled public broadcast stations received less than $2.8 million (.7 per cent).

37. Certain policies and practices of the Federal Communications Commission (FCC) are detrimental to the establishment of minority-controlled public broadcasting stations. These include the manner in which the FCC reserves the spectrum for noncommercial broadcasting stations, its exemption of state authority/educational networks from the multiple ownership rule and its failure to develop a table of channel assignments for the FM radio band.

38. At least 48 metropolitan areas have minority populations in excess of 20 per cent of the total area population and constituting more than 100,000 minorities in that population.

39. The CPB Radio Activities Department has targeted 21 metropolitan areas for the development of public radio stations. Nine of these 21 cities have minority populations in excess of 18 per cent of the total area population.

The Current Status of Minority-Controlled Public Broadcast Facilities

The emphasis on programming is inextricably tied to that of media ownership, as the Kerner Commission suggested 10 years ago. Thus, in attempting to improve not only their visibility, but also their portrayal in the media, minorities quite naturally seek to obtain greater control over a broadcast station's operations. That means ownership.

The public broadcasting system in this country consists of 471 stations—195 radio and 276 television—with a system-wide budget of some $607.4 million in fiscal year 1978. About 29 per cent of the public broadcast budget is contributed by the federal government, while approximately 24.5 per cent is contributed by state and local governments.[3] This clearly, then, is a system which is supported largely by tax dollars.

Of the 471 public broadcast stations, only 18 (3.8 per cent) are minority-controlled. For purposes of this study, a station was considered to be minority-controlled if the racial/ethnic composition of its board of directors was 51 per cent or more minority.[4] However, it must be stated that this definition is a simplistic one, because not all boards exercise equal control over the policies and operations of a station. In fact, some boards exercise virtually no control at all. Additionally, it should be noted that boards are selected in several ways. Two frequent methods of board selection are: 1) election from the public membership of a station (that is, from among a station's subscribers); and 2) appointment by state or municipal officials. As was pointed out earlier in the policy section of this report, both these methods tend to preclude greater minority participation on public broadcast station boards of directors.

As Table V-1 indicates, eight of the 18 minority-controlled public broadcast stations in the United States are television stations. Four of these eight minority-controlled public television (PTV) stations are operated by two licensees—the Hawaii Public Broadcasting Authority and the Puerto Rico Department of Education. Additionally, seven of these eight PTV stations are located outside the continental United States, namely, Alaska, Guam, Hawaii, Puerto Rico and the Virgin Islands. (Since these areas have substantial minority populations, minority dominance would probably be reflected in the respective policy-making bodies of these stations.) This

means that only one of the eight minority-controlled public television stations (12.8 per cent) is located in the continental United States. That one station—WETV-TV—is controlled by the Atlanta Board of Education, the majority of whose current members are Black.

In terms of license structure, only one of these eight minority-controlled PTV stations—KYUK, Bethel, Alaska—is designated as a "community" station. This one station represents 12.5 per cent of the eight minority-controlled PTV stations. Of the remaining seven stations, six are licensed to state agencies: KTGF, Guam; KHET and KMEB, Hawaii; WIPM and WIPR, Puerto Rico; and WTJX, the Virgin Islands—and one (WETV, Atlanta) to a local school board.

TABLE V-1

Minority-Controlled Public Television Stations*

Location	Call Letters	Licensee	Licensee Type
Bethel, Alaska	KYUK	Bethel Broadcasting, Inc.	Community
Agana, Guam	KGTF	Guam Educational Tele-communications Corporation.	State Authority
Atlanta, Georgia	WETV	Atlanta Board of Education	Local School District
Honolulu, Hawaii	KHET	Hawaii Public Broad. Authority	State Authority
Wailuku, Hawaii	KMEB	Hawaii Public Broad. Authority	State Authority
Mayaguez, Puerto, Rico	WIPM	Puerto Rico Dept. of Education	State Board of Education
San Juan, Puerto Rico	WIPR	Puerto Rico Dept. of Education	State Board of Education
St. Thomas, Virgin Islands	WTJX	Virgin Islands Public Television System	State Authority

*Source: CPB Survey of Public Broadcast Station Boards of Directors, January 1977, Management Information Systems Department.

TABLE V-2

Board Composition of Minority-Controlled Public Television Stations*

Location	Call Letters	Total Members	No. Minority Members	Per Cent Minority Members
Bethel, Alaska	KYUK	9	9	100
Agana, Guam	KGTF	5	4	80
Atlanta, Georgia	WETV	9	5	56
Honolulu, Hawaii	KHET	11	7	64
Wailuku, Hawaii	KMEB	11	7	64
Mayaguez, Puerto Rico	WIPM	-	-	-
San Juan, Puerto Rico	WIPR	-	-	-
St. Thomas, Virgin Islands	WTJX	10	8	80

*Source: CPB Survey of Public Broadcast Station Boards of Directors, January 1977, Management Information Systems Department.

Table V-2 indicates that the "typical" minority-controlled public television station board has 73 per cent minority representation. The minority board participation ranges from a high of 100 per cent (nine of nine) for the Bethel, Alaska station, to a low of 56 per cent (five of nine) for the Atlanta, Georgia station. The exceptions to the board composition structure for minority-controlled public televison stations are the two stations in Puerto Rico, which are controlled by the Secretary of Education (who is Hispanic) and have no official boards of directors per se.

TABLE V-3

Racial/Ethnic Composiiton of Boards of Minority-Controlled Public Televison Stations*

Location	Call Letters	Chairperson	Composition**
Bethel, Alaska	KYUK	Native American	Native American
Agana, Guam	KGTF	Asian American	Asian American (80%)
Atlanta, Georgia	WETV	Black	Black (56%)
Honolulu, Hawaii	KHET	Asian American	Asian American (64%)
Wailuku, Hawaii	KMEB	Asian American	Asian American (64%)
Mayaguez, Puerto, Rico***	WIPM	Hispanic	Hispanic
San Juan, Puerto, Rico***	WIPR	Hispanic	Hispanic
St. Thomas, Virgin, Islands	WTJX	Black	Black (80%)

*Source: CPB Survey of Public Broadcast Station Boards of Directors, January 1977, Management Information Systems Department.

**100 per cent unless otherwise specified; the remainder are non-minority members.

***No Board of Directors per se.

As indicated in Table V-3, the racial/ethnic composition of minority-controlled public television station boards is generally represented by one minority group exclusively. Three of the eight stations (37 per cent) are controlled by Asian Americans; two each (totalling 50 per cent) are controlled by either Blacks or Hispanics. Only one minority-controlled public television station (13 per cent) is controlled by Native Americans.

TABLE V-4

Racial/Ethnic Composiiton of Chief Decision-Makers at Minority Controlled Public Televison Stations*

Location	Call Letters	Chief Executive Officer	Chief Programming Officer	Chief Financial Officer
Bethel, Alaska	KYUK	Native American	**	**
Agana, Guam	KGTF	Non-Minority	**	**
Atlanta, Georgia	WETV	Non-Minority	**	**
Honolulu, Hawaii***	KHET	Non-Minority	Asian/Pacific	**
Wailuku, Hawaii***	KMEB	Non-Minority	Asian/Pacific	**
Mayaguez, Puerto Rico	WIPM	Hispanic	Hispanic	Hispanic
San Juan, Puerto Rico	WIPR	Hispanic	Hispanic	Hispanic
St. Thomas, Virgin Islands	WTJX	Black	Non-Minority	Black

*Source: 1978 Employment Survey, CPB Management Information Systems Department

**There is no executive position in this job category at the station.

***Two two stations in Hawaii are connected in terms of funding.

One-half (four) of the minority-controlled public televison stations (KGTF, Guam; WETV, Atlanta; and KHET and KMEB, Hawaii) have non-minority chief executive officers, as Table V-4 shows. Three minority-controlled public television stations (KYUK, Alaska; KGTF, Guam; and WETV, Atlanta) report having no chief programming officer, while five stations report having no chief financial officer. These five stations are KYUK, Alaska; KGTF, Guam; WETV, Atlanta;and

and KHET and KMEB, Hawaii.

Many of the characteristics of minority-controlled PTV stations also hold true with respect to minority-controlled public radio stations, as the following will indicate.

TABLE V-5

Minority-Controlled Public Radio Stations*

Location	Call Letters	Station Type	Licensee	Licensee Type
Bethel, Alaska	KYUK	AM	Bethel Broadcasting, Inc.	Community
Kotzebue, Alaska	KOTZ	AM	Kotzebue Broadcasting	Community
Santa Rosa, California	KBBF	FM	Bilingual Broadcasting Foundation	Community
Atlanta, Georgia	WABE	FM	Atlanta Board of Education	Local School District
Albuquerque, New Mexico	KIPC	FM	Albuquerque Public Broadcasting Corp.	Community
Ramah, New Mexico	KTDB	FM	Ramah Navajo School Board	Local School District
Warrenton, North Carolina	WVSP	FM	Sound and Print United	Community
San Juan, Puerto Rico	WIPR	AM	Puerto Rico Department of Education	State Board of Education
San Juan, Puerto Rico	WIPR	FM	Puerto Rico Department of Education	State Board Education
Baltimore, Maryland	WEAA	FM	Morgan State University	University

*Source: CPB Survey of Public Broadcast Station Boards of Directors, January 1977, Management Information Systems Department.

There are 10 minority-controlled public radio stations, as Table V-5 indicates. Of these 10 stations, four (40 per cent) are located outside the continental United States. These are KYUK, Bethel, Alaska; KOTZ, Kotzebue, Alaska; and WIPR-AM and FM, San Juan, Puerto Rico. Five of the 10 stations (50 per cent) are community stations. Local school districts or state boards of education each control two of the 10 stations (20 per cent each). Only one minority-controlled public radio station (10 per cent) is licensed to a university—WEAA-FM is controlled by Morgan State University, Baltimore, Maryland.

TABLE V-6

Board Composition of Minority-Controlled Public Radio Stations*

Location	Call Letters	Total Members	No. Minority Members	Per Cent Minority Members
Bethel, Alaska	KYUK-AM	9	9	100
Kotzebue, Alaska	KOTZ-AM	8	7	88
Santa Rosa, California	KBBF-FM	11	9	82
Atlanta, Georgia	WABE-FM	9	5	56
Albuquerque, New Mexico	KIPC-FM	5	4	80
Ramah, New Mexico	KTDB-FM	5	5	100
Warrenton, North Carolina	WVSP-FM	10	8	80
San Juan, Puerto Rico**	WIPR-AM	-	-	-
San Juan, Puerto Rico**	WIPR-FM	-	-	-
Baltimore, Maryland	WEAA-FM	12	8	67

*Source: CPB Survey of Public Broadcast Station Boards of Directors, January 1977, Management Information Systems Department.

**No Board of Directors per se.

The "typical" minority-controlled public radio station has 80 per cent minority board members, as Table V-6 shows. The minority participation ranges from a high of 100 per cent for the Bethel, Alaska and Ramah, New Mexico stations, to a low of 56 per cent for the Atlanta, Georgia station. Again, the exceptions are the two stations in Puerto Rico, which have no official boards of directors per se.

TABLE V-7

Racial/Ethnic Composition of Boards of Minority-Controlled Public Radio Stations*

Location	Call Letters	Chairperson	Composition**
Bethel, Alaska	KYUK-AM	Native American	Native American
Kotzebue, Alaska	KOTZ-AM	Native American	Native American (88%)
Santa Rosa, California	KBBF-FM	Hispanic	Hispanic (82%)
Atlanta, Georgia	WABE-FM	Black	Black (56%)
Albuquerque, New Mexico	KIPC-FM	Native American	Native American (60%) Black (20%)
Ramah, New Mexico	KTDB-FM	Native American	Native American
Warrenton, North Carolina	WVSP-FM	Black	Black (80%)
San Juan, Puerto Rico***	WIPR-AM	Hispanic	Hispanic
San Juan, Puerto Rico***	WIPR-FM	Hispanic	Hispanic
Baltimore, Maryland	WEAA-FM	Black	Black (67%)

*Source: CPB Survey of Public Broadcast Station Boards of Directors, January 1977, Management Information Systems Department.

**100 per cent unless otherwise specified; the remainder are always non-minority unless otherwise specified.

***No Board of Directors per se.

In contrast to their control over public television stations (one), Native Americans control four of the 10 (40 per cent) minority-controlled public radio stations. Thirty per cent (three) of the stations are controlled by Hispanics, while 30 per cent (three) are controlled by Blacks. None of the 10 minority-controlled public radio stations are controlled by Asian Americans.

Two of the 10 minority-controlled public radio stations (KOTZ, Alaska and KTDB, New Mexico) have non-minority chief executive officers, as Table V-8 shows. Three stations (KYUK, Alaska; WABE, Atlanta; and KIPC, New Mexico) report having no executive position in the job category titled chief executive officer.

Two stations (KOTZ, Alaska and WABE, Atlanta) have non-minority chief programming officers, while six stations (KYUK, KIPC, WVSP, WIPR-AM/FM and WEAA) report having no executive position in the job category titled chief programming officer.

Only one of the 10 minority-controlled public radio stations (KTDB in New Mexico) reports having a chief financial officer.

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TABLE V-9

Racial/Ethnic Composition of Chief Decision-Makers at Minority-Controlled* Public Radio Stations

LOCATION	CALL LETTERS	CHIEF EXECUTIVE OFFICER	CHIEF PROGRAMMING OFFICER	CHIEF FINANCIAL OFFICER
Bethel, Alaska	KYUK-AM	**	**	**
Kotzebue, Alaska	KOTZ-AM	Non-Minority	Non-Minority	**
Santa Rosa, California	KBBF-FM	Hispanic	Hispanic	**
Atlanta, Georgia	WABE-FM	Non-Minority	**	**
Albequerque, New Mexico	KIPC-FM	**	**	
Ramah, New Mexico	KTDB-FM	Non-Minority	Native American	Native American
Warrenton, North Carolina	WVSP-FM	Black	**	**
San Juan, Puerto Rico	WIPR-AM	Hispanic	**	**
San Juan, Puerto Rico	WIPR-FM	Hispanic	**	**
Baltimore, Maryland	WEAA-FM	Black	**	**

*Source: 1978 Employment Survey, CPB Management Information Systems Department.

**There is no executive position in this job category at the station.

The Need for Minority Control

The total number of minority-controlled public broadcast stations (18), as defined by board composition, is a small fraction of the total number of stations in the public broadcasting system—3.8 per cent. Additionally, if the fact that minorities comprise 17.3 per cent[5] of the total United States population is taken into consideration, then it becomes more apparent that minorities do not control public broadcast stations in proportion to their percentage of the national population.

The need to emphasize minority control of stations may be obvious: minority-controlled stations would probably tend to be more responsive to the programming needs and interests of their minority communities. For example, KBBF-FM in Santa Rosa, California, serves a large Hispanic community with music and public affairs programming in both Spanish and English. Before this station went on the air in 1973, there were only four hours of Spanish programming per week on a commercial station in Sonoma County. Now KBBF provides a largely Spanish program schedule.

The reasons for the scarcity of minority-controlled broadcast stations are historical, as is racial/ethnic discrimination, and will not be discussed in this study. Rather, the focus of this aspect of the Task Force study will be on how current regulations and funding processes for public broadcasting stations reinforce the inherent difficulties of establishing stations controlled or owned by minorities. Specifically, this section will examine the policies of three organizations: the Federal Communications Commission (FCC); the Department of Health, Education and Welfare's (HEW) Educational Broadcasting Facilities Program in the Office of Education; and the Corporation for Public Broadcasting's (CPB) Radio and Televison Activities Departments. The policies will be examined relative to existing and potential obstacles to minorities obtaining control of more public broadcast stations. Additionally, the role of the Small Business Administration (SBA) will be discussed briefly, because its potential role in the funding of broadcast stations has been suggested.

The FCC will be examined with respect to its regulation of the telecommunications industry. Of particular significance here is its allocation of frequencies. The HEW Office of Education and CPB will be studied because they award funds for the activation and continued support of public broadcast stations, primarily through expansion and improvement grants. Based on these examinations, policy recommendations have been formulated by the Task Force to help remove the barriers to increased minority control of public broadcast stations.

The following section describes the three major types of funding CPB provides to develop and/or maintain public broadcast stations.

CPB Support to Public Broadcast Stations

The Corporation for Public Broadcasting provides three major types of funding to develop and/or maintain public broadcast stations. There are two grants under the Radio Activities Department: Radio Coverage Expansion Grants, which are awarded on a competitive basis; and Radio Community Service Grants (CSGs), which are given to all CPB-qualified[6] radio stations annually. The Television Activities Department has responsibility for the annual Television CSGs, which are given to all public television stations with few restrictions on their use. Part of the CSG monies will naturally go toward station operations, acquisition of equipment and so forth. While CPB provides developmental support for public radio stations, there are no specific provisions for either the establishment or expansion of public televison stations.[7]

CPB Television Community Service Grants

The Community Service Grants (CSGs) for television are awarded annually to every public television licensee which meets the following requirements:

(a) Annual income in excess of $150,000.00;

(b) Studio and programming facilities;

(c) Regularly produced and broadcast locally-originated programming; and

(d) A full broadcast schedule, with a minimum schedule of six days-per-week, 52 weeks-per-year, and at least 3,000 hours in subsequent years.

The formula for granting CSGs has changed over the years with the new policies decided upon jointly by the staions' management, PBS and CPB. Currently, the CSGs are awarded according to a standardized formula with all stations receiving the same basic grant (one-tenth of one per cent of CPB's total appropriation, which comes to $107,150.00 for fiscal year 1978) plus an "incentive" grant calculated accord-

ing to the station's percentage of non-federal financial support (NFFS) in relation to total industry NFFS money. An increase in the "incentive" grant would first require an increase in revenue from other station fundraising activities. This obviously gives the advantage to those stations with a firm and broad base of support, something which minority-controlled stations have lacked traditionally.[8]

Public televison stations have appealed traditionally to middle- and upper middle-income audiences for contributions, but minority-controlled stations have a smaller middle-income group from which to draw funding. In many areas, minority-controlled stations may serve predominantly low-income people. There may also be a smaller audience to which the station can appeal, if the station is, indeed, "minority-targeted" in its programming.

CPB Radio Community Service Grants

Subsequent to the years in which public radio stations receive operational grants, they may also receive the CSGs administered by the CPB Radio Activities Department. Radio CSGs are distributed in the same manner as are television CSGs, except other bonuses are provided to public radio based on the outreach programs sponsored by the station.

CPB Radio Coverage Expansion Grants

CPB provides funds for the development and expansion of CPB qualified radio stations. These funds, known as Radio Coverage Expansion Grants,[9] are awarded on a competitive basis according to such factors as the extent to which the applicant proposes to meet or exceed predefined programming needs; the size of the population to be served; and the indication that necessary related applications will be approved by FCC and HEW, that the applicant is ready to proceed with and complete the project proposed, and that the applicant will be able to maintain a minimum annual operating budget of $175,000.00 in each succeeding year as CPB funding decreases.

Under this project, a mazimum of $418,750 may be awarded to CPB-qualified public radio stations during the first four years of operation. These grants may be used for a variety of purposes, including all pre-air activities related to starting a public radio station (for example, fundraising, audience research and promotion) and program development.

Cities Targeted for Public Radio Expansion

Since some 35 per cent of the American public remains unserved by a public radio station, CPB has targeted 21 communities in the top 100 major population centers in which public radio stations are to be established. Table V-9 indicates the metropolitan areas targeted to receive public radio stations and their minority populations. None of the 21 cities have significant Native American populations, while only one—Honolulu, Hawaii—has a substantial Asian American population. (Table V-9 does not include the population of Aurora/Elgin, Illinois, another city targeted to receive a public radio station, because it is part of the Chicago, Illinois market).

Significant minority populations are found in Honolulu, Hawaii (62.4 per cent minorities, 57 per cent of whom are Asian); San Antonio, Texas (45.2 per cent minorities, of whom 37.4 per cent are Hispanic); and Corpus Christi, Texas (44.1 per cent minorities, of whom 38.9 per cent are Hispanic). Three other areas with sizeable minority populations are Shreveport, Louisiana (34 per cent minority population, 32.7 per cent of whom are Black); Columbus, Georgia (31.4 per cent minority population, 28.6 per cent of whom are Black); and Charlotte, North Carolina which has a (21.7 per cent minority population of which Blacks constitute 20.2 per cent. These metropolitan areas, it would seem, provide leading opportunities for the establishment of minority-controlled public radio stations. Additionally, Little Rock, Arkansas and San Jose, California—with minority populations of 19.8 per cent and 18.7 per cent, respectively—would, of necessity, have substantial minority involvement in developing any new public radio stations in those areas.

TABLE V-9

Cities Targeted by the CPB Radio Expansion Project and Their Minority Populations*

TARGET CITY	Total Population	Black Population Number	Black Per Cent	Spanish Population Number	Spanish Per Cent	Total Minority Percentage
Little Rock, Ark.	323,000	59,775	18.5	3,230	1	19.8
San Jose, Calif.	1,064,714	18,100	1.7	187,000	12.4	18.1
Bridgeport, Conn.	389,000	28,786	7.4	25,674	6.6	14.5
Wilmington, Del.	499,000	60,878	12.2	9,481	1.9	14.6
Orlando, Fla.	453,000	64,779	14.3	64,779	2.0	16.5
Columbus, Ga.	238,000	68,068	28.6	5,236	2.2	31.4
Honolulu, Hi.	629,000	7,548	1.2	23,273	3.7	62.4
Fort Wayne, Ind.	361,000	19,494	5.4	5,054	1.4	7.1
South Bend, Ind.	280,000	18,760	6.7	3,640	1.3	8.4
Shreveport, La.	334,000	109,218	32.7	3,340	1.0	34.0
Worcester, Mass.	344,000	3,784	1.1	3,440	1.0	2.4
Trenton, N.J.	303,000	49,692	16.4	9,393	3.1	20.1
Charlotte, N.C.	557,000	112,514	20.2	6,684	1.2	21.7
Dayton, Ohio	850,000	93,500	11.0	10,200	1.2	12.5
Oklahoma City, Okl.	698,000	55,840	8.0	16,752	2.4	12.9
Tulsa, Okl.	550,000	41,800	7.6	12,100	2.2	13.7
Allentown, Penn.	594,000	6,534	1.1	12,474	2.1	3.5
Providence, R.I.	910,000	20,930	2.3	20,930	0.9	3.7
Corpus Christi, Tex.	284,000	11,644	4.1	110,476	38.9	44.1
San Antonio, Tex.	888,000	59,496	6.7	332,112	37.4	45.2

*Source: 1970 Census, Standard Metropolitan Statistical Areas.

HEW Educational Broadcasting Facilities Program

The activities of the Department of Health, Education and Welfare, through its Educational Broadcasting Facilities Program [10] also have implications for minority control of public broadcast stations.

Under this program, funding up to a maximum of 75 per cent of start-up and expansion costs is available to eligible noncommercial radio and television stations on a competitive basis. The remaining 25 per cent of start-up and expansion costs is to be raised by the prospective licensee or applicant.

The program began in 1962 and has given out a total of $132.2 million through FY 1977. For FY 1978, $18 million has been allocated. These grants were instrumental in activating 60 per cent of existing public television stations (165 of the 276 stations) and 20 per cent of existing public radio stations (60 of 195). Most of the funds initially disbursed under this program were applied to the activation of stations, rather than to expansion or improvement. For 1978 emphasis was placed on establishing public broadcasting coverage where there was none, which was a great part of the United States at that time.

In 1971, funding for activation of stations, as well as for expansion/improvement leveled off, with the latter funding

total being slightly higher. Thereafter, expansion/improvement projects have been funded more frequently and at a higher level than have activation projects. In 1976, activation funding was $5.6 million lower than was the expansion/improvement funding in television projects, and one and one-half times higher in radio projects. (See Table V-10.) These statistics reflect the current priorities of the HEW program.

Additionally, the broad criteria for the program,[11] were established in order of importance in the Educational Broadcasting Facilities and Telecommunications Demonstration Act of 1976. They are as follows:

(1) The Secretary (of HEW) shall base his determination of whether to approve applications for television grants under this section and the amount of such grants on criteria set forth in regulations and designed to achieve: (a) a strengthening of the capability of existing noncommercial educational television stations to provide local services; (b) the adaptation of existing noncommercial educational television facilities to broaden educational uses; and (c) extension of noncommercial educational television services, with due consideration to equitable geographic coverage throughout the United States.

(2) The Secretary shall base his determination of whether to approve applications for radio grants under this section and the amount of such grants on criteria set forth in regulations and designed to achieve: (a) extension of noncommercial educational radio services with due consideration to equitable geographic coverage throughout the United States; (b) a strengthening of the capability of existing noncommercial educational radio stations to provide local services; and (c) the provision of multiple radio stations in major population centers to broaden services for special interest, minority and educational uses.[12]

Immediately, one can see that the emphasis is on making grants to extend, strengthen and broaden the coverage of existing stations. Only in clause (c) of the second paragraph above, which pertains to radio, is there a provision for multiple stations in major population centers to expand services to meet the needs of minorities and other special interests.

According to a spokesman for Amistad Productions, a Black community based organization applying for a UHF radio frequency in Atlanta, Georgia, the criteria for awarding funds under the HEW program are inherently discriminatory.

> "...A closer scrutiny of this regulation reveals that it is discriminatory against any potential minority or other new licensee, since every major and most medium-sized cities have at least one, and in many cases two, operating public television channels. One need only review recent Census data to determine that the migration and concentration of minorities in and around urban centers continues. Therefore, the potential audiences for minorities who would seek to become licensees of public television stations would only become possible—in terms of programming and economics—if such stations were located in urban regions. This particular regulation of HEW is simply a self-fulfilling prophecy. It is impossible for any new licensee to get funding for a public television station under these regulations."[13]

The following tables reflect the manner in which funds have been disbursed under the HEW Educational Broadcasting Facilities Program from shortly after its inception to 1976.

Between 1963 and 1976, the HEW Educational Broadcasting Facilities Program received a total of 884 applications for assistance, as Table V-10 shows. Grants to successful applicants totaled $184.3 million. Also during this time, 1,658 applications for funds totaling $401.6 million were considered. Thus, during the 1963-1976 period, the average number of applications received annually was 163, while the average annual funding requested by the applicants was $39.2 million.

TABLE V-10

Profile of Requests to the Educational Broadcasting Facilities Program for the Period of 1963 to 1976 (in millions of dollars)*

FISCAL YEAR	PENDING NUMBER**	PENDING AMOUNT	APPLICATIONS RECEIVED NUMBER	APPLICATIONS RECEIVED AMOUNT	APPLICATIONS CONSIDERED NUMBER	APPLICATIONS CONSIDERED AMOUNT
1963-1967	-	-	235	$61.0	235	$61.0
1968	74	$29.0	0	-	0	-
1969	74	29.0	51	8.0	125	37.0
1970	108	30.0	21	5.0	135	39.0
1971	89	25.8	96	19.7	185	45.5
1972	119	30.9	76	11.0	195	42.2
1973	77	18.9	84	17.2	161	36.1
1974	87	21.9	121	26.2	208	48.1
1975	114	25.4	79	18.1	193	43.5
1976	100	31.1	121	18.1	221	49.2
TOTALS	842	$242.0	894	$184.3	1,658	$401.6

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished. The data for 1963-1967 were combined by HEW, and no separate breakouts were available.

**Does not include applications returned during processing in previous years.

TABLE V-11

Grant Awards Made by the Educational Broadcasting Facilities Program During the Period 1963-76* (in millions of dollars)

FISCAL YEAR	NUMBER RECEIVED	AMOUNT REQUESTED**	AMOUNT AWARDED	PER CENT OF AMOUNT REQUESTED
1963-67	161	$61.0	$32.0	52.4
1964***	-	-0-	-0-	-0-
1969	15	37.0	3.2	8.6
1970	40	39.0	5.4	13.8
1971	57	45.5	11.0	24.1
1972	69	42.2	13.0	30.0
1973	78	36.1	13.0	16.0
1974	74	48.1	15.7	32.6
1975	62	43.5	12.0	27.6
1976	73	49.2	12.9	26.2
TOTALS	629	$401.6	$128.2	31.9 %

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished. The 1963-1967 data were combined by HEW, and no separate breakouts were available.

**Total amount of all applications considered in fiscal year.

***No funds appropriated.

Table V-11 indicates that through 1976, the HEW Educational Broadcasting Facilities Program received 629 grant applications requesting $401.6 million, of which only $128.2 million was awarded. The award amounts between 1969 and 1976 ranged from a low of $3.2 million (1969) to a high of $15.7 million (1974). Only 31.9 per cent of the amount requested by those submitting winning applications was actually awarded.

TABLE V-12

Grants Awarded by the Educational Broadcasting Facilities Program for Public Television Station Activations* (in millions of dollars)

FISCAL YEAR	NUMBER	AMOUNT	AVERAGE GRANT
1963-67	92	$19.96	$0.22
1968**	-0-	-0-	-0-
1969	7	2.01	0.29
1970	11	2.70	0.25
1971	12	4.37	0.36
1972	10	3.30	0.33
1973	8	3.20	0.40
1974	6	2.87	0.48
1975	5	2.19	0.44
1976	6	2.56	0.43
TOTALS	157	$43.18	$0.28

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished. The 1963-1967 data were combined by HEW, and no separate breakouts were available. Station Activation Grants are funds used to plan for the licensing and support of initial broadcast station efforts.

**No funds appropriated.

As shown in Table V-12, the HEW Educational Broadcasting Facilities Program awarded 157 grants for television station activations between 1963 and 1976. These grants totaled $43.18 million. The average amount of television activation grants for this period was $280,000.

TABLE V-13

Grants Awarded by the Educational Broadcasting Facilities Program for Public Radio Station Activations* (in millions of dollars)

FISCAL YEAR	NUMBER	AMOUNT	AVERAGE GRANT
1963-1968**	-0-	-0-	-0-
1969	2	$0.10	$0.05
1970	9	0.52	0.06
1971	12	0.81	0.07
1972	7	0.58	0.08
1973	10	0.89	0.09
1974	4	0.34	0.08
1975	10	0.73	0.07
1976	9	0.94	0.10
TOTALS	63	$4.91	$0.78

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished. Station Activation Grants are funds used to plan for the licensing and support of initial broadcast station efforts.

**No funds appropriated.

Between 1969 and 1976, the HEW program awarded 63 grants totalling $4.91 million for public radio station activations, as Table V-13 indicates. The average grant was for $70,800. No funds were appropriated for public radio activations between 1963 and 1968.

Between 1963 and 1976, public television received 94 more activation grants than did public radio. Additionally, total public television activation grants awarded were $38.27 million more than those awarded to public radio; thus, the average grant to public television exceeded that to public radio by $3.122 million. In regard to the total grant awards, there is a logical justification for the substantial differences between the amount of the grant awards to public television and those to public radio. The cost for television equipment is much higher than that for radio equipment. Another factor of primary importance is that the HEW program has awarded 157 public television activation grants, while awarding only 63 public radio activation grants–or 40 per cent of the number of activation grants awarded to public television.

TABLE V-14

Grants Awarded by the Educational Broadcasting Facilities Program to Expand/Improve Public Television Stations* (in millions of dollars)

FISCAL YEAR	NUMBER	AMOUNT	AVERAGE GRANT
1963-1967	69	$11.99	$0.17
1968**	-0-	-0-	-0-
1969	6	1.10	0.18
1970	10	1.84	0.18
1971	18	4.96	0.27
1972	33	8.18	0.25
1973	40	7.90	0.20
1974	41	11.08	0.27
1975	36	8.64	0.24
1976	37	8.17	0.22
TOTALS	300	$63.86	$0.21

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished. The 1963-1967 data were combined by HEW, and no separate breakouts were available.

** No funds appropriated.

There were 300 expansion/improvement grants totaling $63.86 million awarded to public television stations between 1963 and 1976, as Table V-14 shows. During the 1971-72 period, the number of expansion/improvement grants nearly doubled from 18 to 33, while the average grant size during this time decreased from $270,000 to $250,000. The average grant awarded between 1963 and 1967 was $170,000; by 1976, that figure had increased to $220,000. The maximum average grant awarded during this time was $270,000, in both 1971 and 1974. The overall average grant level was about $210,000 per grant.

TABLE V-15

Grants Awarded by the Educational Broadcasting Facilities Program to Expand/Improve Public Radio Stations* (in millions of dollars)

FISCAL YEAR	NUMBER	AMOUNT	AVERAGE GRANT
1963-1969**	-0-	-0-	-0-
1970	10	$0.34	$0.03
1971	15	0.86	0.06
1972	19	0.94	0.05
1973	20	1.00	0.05
1974	23	1.38	0.06
1975	11	0.43	0.04
1976	21	1.30	0.06
TOTALS	119	$6.25	$0.05

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished.

**No funds appropriated.

Perhaps the most interesting aspect of Table V-15 is that no expansion/improvement grants were awarded to public radio stations by the HEW Educational Broadcasting Facilities Program between 1963 and 1969. In comparison to television, which was awarded $63.86 million between 1963 and 1976, total grant awards to public radio during that time seem skimpy ($6.25 million). Additionally, the average grant award to radio was about 25 per cent of that for television ($52,000 compared to $200,000, respectively). Thus, although the expansion/improvement portion of the HEW program has

awarded 119 total grants to public radio stations, this figure represents only 40 per cent of the total number of expansion/improvement grants and one-tenth of the total funds awarded to public television stations.

TABLE V-16

Grants Awarded by the Educational Broadcasting Facilities Program for Activation of Minority-Controlled Public Television Stations* (in millions of dollars)

LOCATION	CALL LETTERS	GRANT YEAR	TOTAL AMOUNT AWARDED**	AMOUNT	PER CENT OF TOTAL AMOUNT
Honolulu, Hawaii	KHET	1965	Not Available	$0.17	Not Available
Wailuku, Hawaii	KMEB	1966	Not Available	0.07	Not Available
Agana, Guam	KGTF	1970	2.70	0.14	5.2
St. Thomas, Virgin Island	WTJX	1971	4.37	0.33	7.6
TOTALS (for 1970 and 1971 only)			$7.07	0.71	9.9%

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished.

**Total amount awarded in fiscal year.

Table V-16 indicates that a total of $710,000 has been allocated for the activation of four of the eight minority-controlled public television stations. This figure represents 9.9 per cent of the $7.07 million in activation funds awarded to public television stations between 1970 and 1971 under the HEW program. The 1970 grant award of $140,000 to KGTF in Guam represented 5.2 per cent of the $2.7 million total activation grants awarded to public television stations in 1970. The $330,000 activation grant to WTJX in the Virgin Islands represented 7.6 per cent of the $4.37 million awarded in 1971. *No minority-controlled public television stations received activation grants under the HEW program in 1969 or between 1972 and 1976*, according to available data.

TABLE V-17

Grants Awarded by the Educational Broadcasting Facilities Program for Activation of Minority-Controlled Public Radio Stations* (in millions of dollars)

LOCATION	CALL LETTERS	GRANT YEAR	TOTAL AMOUNT AWARDED	AMOUNT	PER CENT TOTAL AMOUNT
Bethel, Alaska	KYUK-AM	1970	$0.52	$0.04	7.8
Kotzebue, Alaska	KOTZ-AM	1973	0.89	0.05	5.9
Albuquerque, New Mexico	KIPC-FM	1975	0.73	0.05	7.5
Warrenton, North Carolina	WVSP-FM	1975	0.73	0.09	12.5
TOTALS			$2.14	$0.23	9.3%

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished.

**Total amount awarded in fiscal year.

Table V-17 indicates that *four of the 10 minority-controlled public radio stations have received activation grants under the HEW Educational Broadcasting Facilities Program.* These four stations received a total of $230,000—or 9.3 per cent of the $2.14 million awarded in 1970, 1973 and 1975. Activation funds awarded to WVSP-FM ($91,850) represented 12.5 per cent of the total radio allocations in 1975 ($730,000), while the $53,043 grant award to KOTZ-AM was 5.9 per cent of the $890,000 total awarded in 1973.

TABLE V-18

Grants Awarded by the Educational Broadcasting Facilities Program for Expansion/Improvement of Minority-Controlled Public Television Stations* (in millions of dollars)

LOCATION	CALL LETTERS	GRANT YEAR	TOTAL AMOUNT AWARDED**	AMOUNT	PER CENT TOTAL AMOUNT
San Juan, Puerto Rico	WIPR	1965	Unavailable	$0.30	Unavailable
Honolulu, Hawaii	KHET	1967	Unavailable	0.15	Unavailable
Atlanta, Georgia	WETV	1974	11.08	0.44	3.8
Mayaguez, Puerto Rico	WIPM	1974	11.08	0.39	3.5
St. Thomas, Virgin Islands	WTJX	1974	11.08	0.23	2.0
Bethel, Alaska	KYUK	1975	8.64	0.04	0.6
Honolulu, Hawaii	KHET	1976	8.17	0.16	2.0
TOTALS (for 1974, 1975 and 1976 only.)			$27.89	$1.72	6.1%

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished.

**Total amount awarded in fiscal year; amounts in millions.

Seven of the eight minority-controlled public television stations have received expansion/improvement grants under the HEW Educational Broadcasting Facilities Program, as shown in Table V-18. (Only KGTF-TV, Guam has not received any expansion/improvement grants under this program to date.) *The grant awards received by these seven stations ($1.72 million) represents 6.1 per cent of the $27.89 million for this activity between 1974 and 1976.* The largest grant received by minority-controlled public television stations was $440,000, awarded to WETV, Atlanta (3.8 per cent of the total 1974 allocation of $11.08 million). The lowest amount was $48,968, awarded to KYUK in Bethel, Alaska (.6 per cent of the $8.64 million allocated in 1975). In 1974, when three minority-controlled public television stations received expansion/improvement grant awards under the HEW program, the total allocation to these stations was $1.05 million (9.3 per cent of the $11.08 million awarded that year).

TABLE V-19

Grants Awarded by the Educational Broadcasting Facilities Program for Expansion/Improvement of Minority-Controlled Public Radio Stations* (in millions of dollars)

LOCATION	CALL LETTERS	GRANT YEAR	TOTAL AMOUNT AWARDED**	AMOUNT	PER CENT OF TOTAL
Atlanta, Georgia	WABE-FM	1974	$1.38	$0.06	4.6
Santa Rosa, California	KBBF-FM	1975	0.43	$0.01	2.3
TOTALS			$1.81	$0.07	3.8

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished.

**Total amount awarded in fiscal year.

Only two of the 10 minority-controlled public radio stations have been awarded expansion/improvement grants under the HEW Educational Broadcasting Facilities Program to date, as indicated in Table V-19. Those awards—to KBBF-FM, Santa Rosa, California and to WABE-FM, Atlanta, Georgia—*amounted to $81,625 or 1.3 per cent of the total allocation of $6.2 million for radio expansion/improvement grants to date.* The expansion/improvement grants to minority-controlled public radio stations amount to 3.8 per cent of the $1.81 million awarded to public radio for this activity between 1974 and 1975.

TABLE V-20

A Comparison of the Amount of Funds Awarded by the Educational Broadcasting Facilities Program For Non-Minority and Minority-Controlled Public Broadcasting Stations During the Period of Fiscal Years 1963 - 1976* (in millions of dollars)

FISCAL YEAR	TOTAL AMOUNT AWARDED	AMOUNT TO MINORITY-CONTROLLED	PER CENT OF TOTAL
1963-1967	$ 61.0	$0.79	1.1
1968**	-0-	-0-	-0-
1969	37.0	-0-	0.0
1970	39.0	0.18	0.4
1971	45.5	0.33	0.7
1972	42.2	-0-	0.0
1973	36.1	0.05	0.1
1974	48.1	0.12	2.3
1975	43.5	0.19	0.4
1976	49.2	0.16	0.3
TOTALS	$401.6		.7%

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished.

**No funds appropriated.

As Table V-20 shows, *of the total financial awards by the HEW Educational Broadcasting Facilities Program ($401.6 million), only $2.72 million (.7 per cent) was awarded to minority-controlled stations.* In two years (1969 and 1972), no monies were awarded to minority-controlled licensees. Barring those years, *the percentage of allocations to minority-controlled facilities ranged from a low of .1 per cent in 1973 ($50,000 of $36.1 million), to a high of 2.3 per cent in 1974 ($1.1 million of $48.1 million).* At no point did the allocations ever approach the 17 per cent minority proportion of the national population.

TABLE V-21

A Comparison of the Amount of Funds Awarded by the Educational Broadcasting Facilities Program For Activation of Non-Minority and Minority-Controlled Public Broadcasting Stations* (in millions of dollars)

	TELEVISION			RADIO		
FISCAL YEAR	TOTAL AMOUNT	AMOUNT TO MINORITY-CONTROLLED	PER CENT OF TOTAL	TOTAL AMOUNT	AMOUNT TO MINORITY-CONTROLLED	PER CENT OF TOTAL
1965	**	$0.17	**	No Allocations		
1966	**	0.07	**	No Allocations		
1970	2.70	0.14	5.5	0.52	0.04	7.8
1971	4.37	0.33	7.7	0.81	-0-	0.0
1973	3.20	-0-	0.0	0.89	0.05	5.9
1975	2.19	-0-	0.0	0.73	0.14	20.0
TOTALS		$0.71			$0.23	

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished.

**Data not available.

Table V-21 shows that in 1973 and 1975, no activation grants were awarded to minority-controlled public television stations under the HEW program, although $3.20 million and $2.19 million were allocated for this activity in those years. Barring those years for which complete data are unavailable (1963-1969), *minority-controlled public television stations received only $470,000 of the $2.19 million awarded by the HEW program for public television station activations between 1970 and 1976.* The largest award in this category to minority-controlled public television stations was $337,500 in 1971 (7.7 per cent of the $4.37 million awarded that year).

Between 1969 and 1976, minority-controlled public radio stations received only $230,000 of the $4.91 million in public radio activation grants awarded under the HEW program. The largest award in this category to minority-controlled public radio stations was $146,850 in 1975 (20 per cent of the $730,000 awarded that year). *No minority-controlled public radio stations received activation grants under the HEW program in 1969, 1971, 1972, 1974 or 1976, although $2.77 million was awarded for this activity in those years.*

TABLE V-22

A Comparison of the Amount of Funds Awarded by the Educational Broadcasting Facilities Program for Expansion/Improvement of Non-Minority and Minority-Controlled Public Broadcasting Stations* (in millions of dollars)

	TELEVISION			RADIO		
FISCAL YEAR	TOTAL AMOUNT	AMOUNT TO MINORITY-CONTROLLED	PER CENT OF TOTAL	TOTAL AMOUNT	AMOUNT TO MINORITY-CONTROLLED	PER CENT OF TOTAL
1965	**	$0.30	**	**	**	**
1969	**	0.15	**	**	**	**
1974	11.08	1.06	9.3	1.38	0.06	4.6
1975	8.64	0.04	0.6	0.43	0.01	4.0
1976	8.17	0.16	2.0	1.30	-0-	0.0
TOTALS		$1.71			$0.07	

*Source: HEW Facilities Grant Briefing Book, U.S. Department of Health, Education and Welfare, Washington, D.C., unpublished.

**Data not available.

Barring those years for which complete data are unavailable (1963-1968), *minority-controlled public television stations received only $1.26 million in expansion/improvement grants under the HEW program between 1969 and 1976, although $51.87 million was awarded for this activity during that period.* The largest expansion/improvement grant awarded to a minority-controlled public television station was $1.06 million (9.3 per cent of the $110.08 million awarded in this category in 1974), as Table V-22 shows. The smallest was $48,968 (.6 per cent of the $8.64 million awarded in 1975). *Between 1970 and 1976, minority-controlled public radio stations received only $81,000 of the $6.25 million awarded for public radio expansion/improvement under the HEW program.* The largest expansion/improvement grant awarded to a minority-controlled public radio station was $64,153 (4.6 per cent of the $1.38 million awarded in this category in 1974). The smallest was $17,472 (4 per cent of the 1975 total of $430,000).

As the preceding pages indicate, prospective and existing minority licensees are adversely affected by the current funding criteria of the HEW program and, thus, have not received their fair share of available funds. Also, raising the 25 per cent of start-up and expansion costs is particularly arduous for them. As was discussed previously, fundraising for minority-controlled public broadcast stations is extremely

difficult. Collectively, these factors tend to block funding to existing minority-controlled public broadcast stations and prospective minority licensees.

The next section of the Task Force investigation pertains to the policies and practices of the Federal Communications Commision as these affect minority ownership of public broadcasting facilities.

Impact of the Federal Communications Commission on Minority Control of Public Broadcast Stations

The Federal Communications Commission (FCC), the government regulatory agency for telecommunications, influences the ownership question because of its control of frequency allocations and its licensing of stations. There are basically three means by which to obtain a frequency. These are as follows: (1) to seek an unused frequency in the broadcast coverage area; (2) to purchase an existing station license; and (3) to challenge the license of an existing station.

Due to the manner in which the FCC has reserved the spectrum for noncommercial broadcasting and the rush of commercial stations to acquire the prime frequencies (channels), particularly in large population centers, there are fewer noncommercial channels available than there are commercial channels. Competition for the few existing major market noncommercial channels is intense. Consequently, the prospects of obtaining an unused frequency are extremely rare, except in smaller metropolitan areas.

With respect to the second method of obtaining a frequency—purchasing an existing station license—commercial transfers occur frequently, but only "dark" stations in public broadcasting are generally available. The third method is as difficult as the first, since the FCC appears to favor the incumbent during license renewal time. Thus, the instances of successful challenges are rare.

On April 25-26, 1977, the FCC sponsored a Minority Ownership Conference. An outgrowth of this conference was a request for proposal to do an in-depth study of minority ownership issues. The contract has since been awarded to a Boston research group which is now conducting the study.

Certain FCC policies and practices are detrimental to the establishment of minority-controlled stations. Two FCC practices are particularly restrictive. First, the FCC has exempted state authority/educational networks from its multiple ownership rule, thus permitting them unlimited ownership of noncommercial television stations and frequencies in certain areas. This results in state monopolization of the noncommercial frequencies and exclusion of public television ownership by other non-profit groups in those states. For example, state authorities/boards of education control nine stations in Alabama, 13 in Kentucky, seven in South Carolina and eight each in Georgia, Mississippi, Nebraska and North Carolina.[14]

At present, CPB appears to support this policy. In comments to the FCC,[15] CPB has, in effect, stated that multiple ownership promotes diversity. In its comments, CPB explains, "In noncommercial broadcasting, the single licensee with limited funds and assets can usually serve more sources and viewpoints than can two licensees sharing the same amount of funds and assets." CPB states further that, "Multiple ownership of television stations in a single market facilitates the complete and diverse use of a second available channel."[16]

Second, the FCC has never developed a table of channel assignments for the FM band, the band on which most public radio stations are found. As a result, the former director of CPB's Radio Activities Department has written, "There has been a proliferation of 10-watt stations, and frequently these small stations have, in turn, blocked the growth of significant high-powered services."[17]

The Role of the Small Business Administration

The Small Business Administration (SBA) is a federal government agency, housed in the Commerce Department, which provides loans and technical assistance to small businesses.

It has been suggested that a slight modification of SBA rules would permit funding to establish public broadcasting facilities. A change which would allow SBA to offer loans to commercial broadcasters may soon occur; however, this, in itself, would not affect public broadcasters.

The SBA is currently prohibited from granting loans to "opinion molders," that is, newspapers, magazines, book publishing companies, radio broadcasting companies or similar enterprises. Some persons may have confused the SBA with the Minority Enterprise Small Business Investment Companies (MESBICs). The latter are private investment companies receiving SBA financial support and which *have* granted loans to nine commercial radio stations. However, these companies are independent organizations, not branches of SBA, and operate under regulations governing private investment companies.

Former FCC Chairman Richard Wiley previously requested a change in the "opinion molder" rule to permit SBA funding of broadcast facilities, but the discussion on the subject continues.

However, even if the "opinion molder" rule were to be relaxed, it would not benefit the public broadcasting industry. The SBA mandate is to assist small businesses, for-profit concerns. Public broadcasting stations are, by definition, not-for-profit organizations.

Therefore, SBA funding for public broadcasting is not possible, but there are other agencies more appropriate for these purposes.

TASK FORCE RECOMMENDATIONS—MINORITY CONTROL

In order to ameliorate the adverse effects of current federal policies and to increase opportunities for minority control of public broadcast facilities, the Minority Task Force proposes the following recommendations, many of which could be implemented now.

Corporation for Public Broadcasting

The Task Force recommends that:

1. A specific amount of money be allocated by the CPB Board of Directors to set up within CPB a Public Broadcasting Facilities Development Office.[18]

2. A specific amount of money be allocated by the CPB Board to fund the start-up and the continuing operations of minority-controlled public broadcast stations.

3. CPB earmark $3 million per annum beyond the administrative costs for the Public Broadcasting Facilities Development Office to provide financial support to minority organizations interested in establishing public broadcast stations. This money should be in addition to the support presently available from the Corporation and governmental agencies.

4. Regional workshops explaining the process by which minorities can acquire and control public broadcast stations be conducted.

5. The CPB Public Broadcasting Facilities Development Office conduct a systematic nationwide search for minority

organizations interested in becoming and eligible to become license holders.

6. The CPB Public Broadcasting Facilities Development Office study and disseminate information about the various models for control of public broadcast facilities, development of funding sources and station management.

7. The CPB Public Broadcasting Facilities Development Office promote joint or dual control of a channel under a shared-time agreement, where feasible, and where it provides a community outlet otherwise unavailable.

8. The Radio Expansion Project of CPB's Radio Activities Department seek minority participation in the projected public radio stations to be established in areas with 20 per cent or greater minority populations, especially those with minority populations of 100,000 persons and over.

9. The CPB Public Broadcasting Facilities Development Office establish Regional Minority Radio/Television Centers for broadcast production and training.

10. CPB target Black educational institutions as a major resource for setting up minority-controlled public broadcast stations.

11. CPB file a brief with the FCC reversing its support for exempting state public broadcasting systems from multiple ownership rules.

12. CPB make presentations before the FCC advocating an elimination of public television duopolies.

Department of Health, Education, and Welfare

The Task Force recommends that:

1. The priorities of the HEW Educational Broadcasting Facilities program be redefined in order to provide a more equitable share of funds for minorities.

2. The licensee applicant's 25 per cent match under the HEW Educational Broadcasting Facilities Program be allowed to include consideration of the value of buildings and land. (At present, HEW accepts only the antenna, tower and other hardware as bona fide in-kind matches.)

3. Minority representation at a station, whether as a salaried member of the staff or on the Board of Directors, become a criterion for awarding funds under the HEW Educational Broadcasting Facilities Program.

4. A greater emphasis be placed on the establishment of a second public radio station in metropolitan areas with large (20 per cent or more) minority populations.

5. More emphasis be placed on setting up multiple television stations in major population centers.

Federal Communications Commission

The Task Force recommends that:

1. The number of public broadcast stations which can be controlled by a state system be limited to four.

2. The FCC support shared-time agreements wherein two or more licensees alternate the use of a radio or television frequency.

3. Shared-time licenses be set aside, wherever possible, for minority applicants.

4. Shared-time agreements apply especially to VHF's in communities with 20 per cent or more minority populations.

5. A nation-wide table of assignments for the noncommercial FM radio band be devised as a preliminary step toward determining who should have priority of access to available channels.

6. Channel 200[19] on the FM radio band be utilized in order to provide a new frequency for which minorities can be given priority in application procedures.

7. Item II of the FCC application for construction permit be expanded to include both television and radio stations with all types of governing boards, including governmental bodies and educational institutions. (At present, Item II is limited to television applicants which are non-profit organizations.)

8. Item II of the FCC application for construction permit for a noncommercial station be modified to allow applicants to cite minority composition of their respective boards as a merit.

9. The FCC adopt its proposal that would allow commercial stations facing renewal or revocation hearings to sell out to minority groups at greatly reduced prices (distress sales).

10. The FCC adopt the National Association of Broadcasters' proposal to give a tax benefit (a form of deferred capital gains) to those who sell their stations to minority groups.[20]

IMPLEMENTATION STRATEGIES

Corporation for Public Broadcasting

1. The essence of the CPB Public Broadcasting Facilities Development Office should be to give particular emphasis to developing and implementing means by which to increase minority ownership of stations.

2. The CPB Public Broadcasting Facilities Development Office should provide support for general administrative, technical, legal and financial assistance to non-profit minority organizations interested in establishing stations.

3. The CPB Public Broadcasting Facilities Development Office should actively seek out all non-profit minority organizations, particularly those located in areas with substantial (20 per cent or more) minority populations.

4. The CPB Public Broadcasting Facilities Development Office should research and should distribute information to minority organizations about public broadcasting station acquisition and management and provide assistance in resource and technical development.

5. The CPB Public Broadcasting Facilities Development Office, in consultation with the CPB Radio Activities and CPB Television Activities Departments, should make grants to non-profit minority organizations and minority-controlled stations for the following purposes:

(a) To cover planning and administrative costs leading up to the acquisition of a construction permit.
(b) To purchase broadcasting facilities equipment.
(c) To supplement the annual radio and television CSG's to pay for maintenance of equipment and to provide staff salaries.
(d) To provide for improvement and/or expansion of a station's facilities.

6. CPB should adopt the following criteria to determine which non-profit minority organizations are capable of establishing public broadcast stations: a) ability to generate capital; b) a basic understanding of the local market composition; c) a basic understanding and preliminary investigation of licensing procedures; and d) demonstrated financial solvency over a specified period of time.

7. The CPB Public Broadcasting Facilities Development Office should set goals leading to the development of at least five minority-controlled public television and 10 minority-controlled public radio stations in the first year of the office's existence.

8. By the second year of operations, the CPB Public

Broadcasting Facilities Development Office should set up schedules to establish at least one minority-controlled public television station and at least three minority-controlled public radio stations annually.

9. The CPB Public Broadcasting Facilities Development Office should seek to establish minority-controlled public radio facilities in markets with over 20 per cent minority populations and constituting more than 100,000 minority persons in that population. (See Appendix E.) This should not preclude public radio station development in metropolitan areas on the CPB Radio Expansion Project priority list. As indicated in Table V-9 (lists of metropolitan areas targeted by the CPB Radio Activities Department for the development of public radio stations and the minority population in those areas), the following cities meet the criteria of minority populations in excess of 20 per cent of the total area population and constituting more than 100,000 minorities in that population: Little Rock, Arkansas; Bridgeport, Connecticut (New York market); Wilmington, Delaware; Columbus, Georgia; Honolulu, Hawaii; Shreveport, Louisana; Corpus Christi, Texas; and San Antonio, Texas.

10. The CPB Public Broadcasting Facilities Development Office should provide financial and administrative support for the establishment of minority-controlled public television stations in every market with over 30 per cent minority populations and over 200,000 minority people in that population.

11. The Regional Minority Radio/Television Centers should be located in various areas of the country.

12. The responsibilities of the Regional Minority Radio/Television Centers would include producing minority programming for national distribution, training minorities in production and administrative management responsibilities and acting as a minority-controlled licensee in the metropolitan area.

13. Different minority groups should control the Regional Minority Radio/Television Centers in various areas of the country, according to their concentration in the population. The following arrangement is suggested: Asian/Pacific Americans in the far West; Chicanos in the Southwest; Black Americans in the Southeast; Native Americans in the North Central area; and Caribbean Latinos in the East/Northeast area.

14. CPB should advocate that the FCC reduce to four the number of stations which can be owned or controlled by a state organization.

FOOTNOTES

[1] *Report of the National Advisory Commission on Civil Disorders, op. cit.* p. 383.

[2] The definition used by the Task Force to define "minority-controlled" is that at least 51 per cent of the station's board of directors be minority group members.

[3] These estimates are based on the 1976 budget.

[4] It should be noted that there are two cases (WCBE-FM, Columbus, Ohio and WFBE-FM, Flint, Michigan) in which the board consists of an odd number of persons and minority membership falls only one short of being the majority. Because these two stations do not meet the definition for "minority-controlled" as used here, they have not been included in this study.

[5] This figure, which is based on the 1970 United States Census has been called a severe undercount of the actual minority population. See, for example, "Mexican-American Population in California as of April 1973, with Projections to 1980, "Mexican-American Population Commission of California, June 1973.

[6] CPB-qualified means that a radio station is able to meet such criteria as the following: (1) be licensed by the FCC as a noncommercial educational radio station; (2) operate with an effective radiated power of no less than 250 watts at 300 feet above average terrain on a standard FM frequency (or the equivalent of a 15-mile primary signal radius); (3) have a minimum of one adequately-equipped production studio and one separate control room available to provide for local program production and origination; (4) have a minimum of five full-time, professional radio station staff employed on an annual (12 month) basis, at least three of whom should be employed in a managerial and/or programming position; (5) have a minimum operational schedule of 18 hours-a-day, 365 days-per-year; (6) have a daily broadcast schedule "devoted primarily to programming of good quality which serves demonstrated community needs of an educational, informational and cultural nature, within its primary signal area"; (7) originate a significant, locally produced program service designed to serve its community of license; and (8) have a total annual operating budget of at least $80,000.00 (including direct and indirect costs) in fiscal year 1977. "This operating budget figure is adjusted upward each year by a $5,000.00 annual inflation factor, reflecting realistic minimum costs of operating and maintaining a full-service station." Consequently, the minimum operating budget for fiscal year 1978 was $85,000.00 and will be $90,000.00 for fiscal year 1979. This amount is exclusive of CPB Community Service Grant (CSG) funds and HEW Educational Broadcasting Facilities Program monies.

[7] "Policy for Public Radio Assistance," brochure published by CPB, July 1977.

[8] David Lemus, Program Director of KBBF-FM in Santa Rosa, California, has noted, "People in our (minority) culture aren't used to giving money to a public station. They're used to commercial stations. They can't get used to the idea that we're a non-profit station." Telephone interview with David Lemus, January 23, 1978. Dan Young of Amistad Productions, has experienced great difficulty in raising funds from the minority community to establish a Black-controlled public television station in Atlanta, Georgia. He explains, "Basically speaking, I don't think most of them (minorities) understood that a community group could own a public station." This lack of information has inhibited many potential supporters, according to Young. "If CPB would help establish two or three minority stations on the air, then the abstractness would dissove. You'll get a lot more support from the minority community then." Telephone interview with Dan Young, February 21, 1978.

[9] The Radio Coverage Expansion Project is currently under revison, thus the criteria for awarding these grants and the activities for which these grants may be used may be modified.

[10] The HEW Educational Broadcasting Facilities Program was authorized by Part IV of Title III of the Communications Act of 1934, as amended. It offers grants for the activation of new public broadcast stations and for the physical improvement of existing stations.

[11] House and Senate bills introduced by Representative Lionel Van Deerlin and Senator Ernest Hollings, respectively, would both transfer the Educational Broadcasting Facilities Program from HEW to the Department of Commerce. The legislation (H.R. 12605 and S. 2883) would also serve to increase the availability of programs to minorities and women, as well as stimulate efforts to expand ownership and employment opportunities in public telecommunications for minorities and women.

[12] Section 392 of Part IV of Title III of the Communications Act of 1934, as amended.

[13] Amistad Productions, "An Analysis of Governmental Policies Which Restrict Minorities From Becoming Licensees of Public Television and Radio Stations," unpublished paper, April 1977.

[14] As a matter of fact, the majority of public broadcasting stations are licensed to state networks, universities and local school boards. Of the 196 public radio licensees, 126 (66 per cent) are universities, 23 (9 per cent) are school boards, 8 (8 per cent) are state and other institutions and 39 (17 per cent) are community groups. There are a total of 201 public radio stations, 179 FM and 22 AM. Of the 160 public television licensees, 53 (35 per cent) are licensed to universities, 28 (15 per cent) to state and other institutions 19 (12 per cent) to school boards and 60 (38 per cent) to community groups.

[15] See CPB Comments, Statements Seven and Nine, filed March 31, 1975 before the FCC, in the matter of "Revision of Regulations Permitting Multiple Ownership of Non-Commercial Educational Radio and Television Stations in Single Markets."

[16] *Ibid.*

[17] Tom Warnock, "Public Radio: The Next Ten Years," in *The Future of Public Broadcasting*, eds. Douglass Cater and Michael J. Nylan (New York: Praeger Publishers, 1976), p. 64.

[18] In President Carter's proposed public broadcasting bill, the HEW Educational Facilities Grant Program would be moved to CPB. If that were to be the case, the Public Broadcasting Facilities Development Office could be part of the Educational Broadcasting Facilities Program.

[19] See "Comments of the Corporation for Public Broadcasting in the Matter of Changes in the Rules Relating to Noncommercial Educational FM Broadcast Stations before the Federal Communications Commission" (Washington, DC.: Corporation for Public Broadcasting, January 3, 1977).
(In CPB's January 3, 1977 comments (Docket No. 20735) before the FCC, it was again argued that the failure of the FCC to set up a nation-wide table of assignments for the FM band has been detrimental to the development of public radio stations. As was stated before, the proliferation of 10-watt stations has blocked the establishment of larger stations. There is still no overall assignments scheme as the remainder of open channels are being taken. CPB recommended that the FCC refrain from giving out any more licenses on the noncommercial band, except on a protected contour basis. This freeze would give some assurance that not all currently available frequencies will be taken before prospective minority licensees can apply for the frequencies. Again, a major effort must be undertaken to inform community groups of the possibilities of public broadcast station control.
Additional stations may be located, as CPB's Chief of Engineering Phil Rubin has pointed out, in channel 200 (87.9 MHz). According to the CPB comments, "Through a fortuitous combination of circumstances, any modification or internal adjustments to the receiving system, and the use of channel 200 poses no real threat of interference to the reception of channel 6 television." (See pp. 15-16 of CPB comments before the FCC.)

[20] "Minority Ownership in Broadcasting: Minority Ownership Task Force Report" (Washington, D.C.: Federal Communication Commission, May 17, 1978).

Chapter Six

Audience Research in Public Broadcasting

Introduction

Minority families view television differently than the general population in terms of program preferences and time spent across day parts. Minority families participate in surveys with a lower response rate than the rest of the population unless special efforts are made.[1]

Unlike commercial broadcasting, public broadcasting is not dependent on ratings upon which to base advertising fees. Nevertheless, all too many public broadcast program officials measure the appeal of a program by its ability—or lack of it—to capture the maximum audience possible. Oftentimes, program officials in public broadcasting who, as the study indicates, are not minority group members, are prone to conclude that an audience does not want a particular kind of program without ascertaining whether or not it has a particular *relevance* to the needs and interests of the intended target audience. In effect, programs may be developed in a vacuum and without sufficient planning needed to define potential audiences; that is, for whom are we developing programs; what are their interests, their needs; how can we best meet those needs and interests; and, finally, are we planning *with* their input, rather than planning *for* them? This is particularly true with respect to minorities, who, for the most part, have not been included to any measurable degree in audience measurement or in community ascertainment procedures of broadcast licensees.

Among the various activities impacting on decision-making in public broadcasting, audience research is, perhaps, one of the least understood. The extent to which audience research affects decisions relating to minority programming and minority audiences is understood even less. Given the widespread allegations and assertions in the literature concerning the possible negative effects of current research practices on minority concerns in broadcasting, the Task Force concluded that an investigation of this subject was indispensable to its overall effort. The goal of this aspect of the Task Force study was: TO DETERMINE THE ADEQUACY AND ACCURACY OF CURRENT MEASUREMENT TECHNIQUES AS APPLIED TO MINORITY AUDIENCES IN PUBLIC BROADCASTING.

The Task Force investigation revealed a number of findings. These were as follows:

1. Of the 62 station managers (40 television and 22 radio) responding to a Task Force questionnaire, 48 (77.4 per cent) indicated no or infrequent use of ratings in making programming decisions. Approximately 77.5 per cent (31) of the television managers and 77.3 per cent (17) of the radio managers reporting stated that they either do not use or irregularly use the rating services. Yet 32 per cent (13) of the total station managers utilize Arbitron and 50 per cent (20) utilize Nielsen services.

2. The greatest use of ratings data among station managers surveyed was for making program scheduling decisions.

3. The station managers reporting indicated that minority participation in minority program planning or production ranks third in priority after: 1) staff input; and 2) local research efforts have been made.

4. The current data from existing audience rating services are marred by inaccuracies attributable to the under-representation of minorities in the research sample.

5. About 45 per cent (28) of the station managers reporting believe that community ascertainment requirements should be "the same" for commercial and public broadcasting, while 38.7 per cent (24) said they believe such requirements should be "less stringent" for public broadcasting than those for commercial broadcasting. Only 12.9 per cent (8) of the station managers said they believe that the ascertainment requirements for public broadcasting should be more demanding than those for commercial broadcasting.

6. Arbitron radio service presently utilizes Spanish and Black interviewers to increase the minority participation in their audience research samples.

A Review of Current Audience Research (Measurement) Practices

A sizeable portion of what is termed "audience research" (and a significant portion of the resources expended on research) really should be called "audience measurement," yielding ratings and share data. These data, commonly referred to as "syndicated data," are purchased from commercial research firms—for example, A. C. Nielsen Co., Arbitron and others—which operate to serve the needs of commercial broadcasters.

Because public broadcasters use the services of these commercial firms in attempting to gauge the size of their audiences and the performance of their programs (in the same manner as the commercial broadcasters), any attempt to assess the impact of research on public broadcasting must take into account the research practices used by these firms. The following is a brief overview of some of their practices which most directly affect minority audience programming:

• *Under-representation of Non-whites in National Samples*

The 1970 Census under-represented millions of Black and Spanish-speaking people. If this can happen in the govern-

ment-managed census intended to account for all people, the same thing can certainly happen with the general population in estimating television viewing.[2]

Since the 1960 and 1970 Census surveys, Blacks, Latinos and even demographers have underscored the seriousness of this problem. Blacks claim a 10 per cent national undercount, while Latinos claim a population of 16 to 23 million, rather than the official estimate of 11.2 million.

A possible key factor relating to the problem of undercounting minority populations in audience measurement surveys is the fact that only 1,200 television homes are used by the A.C. Nielsen service as representative of the viewing patterns of the entire nation. To alleviate the adverse effects of this problem Nielsen also, through a special diary sample-conducts a periodic survey of 23 large markets of individuals—rather than households—viewing television. Smaller samples of households in such large markets as New York, Chicago and Los Angeles provide additional checks against errors in the national sample. Arbitron also uses certain corrective procedures to compensate for its relatively small sample. However ameliorative these practices are, none can be said to be totally satisfactory in accurately measuring audiences, especially minority audiences.

• *Lumping of Non-whites into one Broad Category*

The practice of lumping non-whites into one category, as is done by some audience measurement companies, combines Blacks, Hispanics and Orientals into one amorphous group. Such a practice fails to distinguish the viewing and listening patterns between and among these groups. For example, in television, A.C. Nielsen lumps Blacks, Orientals and East Asians in one category and classifies the Spanish population with whites. On the other hand, the Target Group Index (TGI) service, which breaks out Blacks, Spanish and "other" populations, shows drastic differences in viewing patterns among minorities.[3] Arbitron utilizes specific breakouts of various minority populations only in selected markets with a high percentage of Black and Spanish residents.

• *Race Classification/Identification Determined by "Personal Observation"*

In this procedure, field survey personnel are called upon to "eyeball" the person being interviewed and to make a determination of the person's racial or ethnic background. This is a dubious and unscientific practice at best. In the case of the Pulse rating service, for example, the interviewer at his or her discretion classifies Spanish-surnamed persons as either Hispanic or white.

• *Unlisted Telephone Numbers*

It is a curious, but recognized, fact that there is a higher incidence of unlisted telephones in non-white households. According to one report,[4] 35.6 per cent of non-white households versus 17.4 per cent of white households have unlisted telephones. Several strategies are used to cope with this problem:

—Random Digit Dialing, for example, is one way to reach both listed and unlisted numbers. In this procedure, all telephone numbers in a market have a chance of being selected.

—Expanded Sample Frame (ESF) is another way of getting unlisted numbers by getting all telephone numbers in an area and *subtracting* all listed and all business numbers, thus yielding all unlisted numbers. The introduction of ESF has caused considerable consternation in the commercial radio industry because of changes both in cumes (the total audience watching a specific program or station during a specific time period) and quarter-hour ratings (the percentage of television households in a market watching a specific program during a specific 15-minute period) positively affecting youth- and ethnic-oriented stations which, under this procedure, would get a larger audience share. Further expansion of the ESF has been postponed, reportedly due to pressure from advertisers and ad agencies.[5]

• *Lower Response Rates*

In minority communities, a lower response rate has traditionally been viewed as another real-world factor adversely affecting minority audience measurement efforts. This lower response rate tends to distort not only the total listening/viewing data, but may also reduce the ability of various minority groups to be represented in specific demographic classifications that the rating services provide. To offset this problem, at least one company engages in a practice called "ethnic weighting," a method of assigning a different diary value, depending on the number of responses received. In other words, one white diary might represent X number of persons, while a Black or Spanish diary might equal that same number (X) plus a number more.

• *Limited Life-Style Data*

Rating and marketing services do not generally take into consideration the psychographic as well as the demographic variety (that is, race, sex and age) among audiences. These differences become most apparent when comparing minority and non-minority consumers. As currently understood, psychographics is the study of life-style, defined as the distinctive or characteristic mode of living of a whole society or a segment of society.[6]

The emphasis on lifestyle is particularly topical not because of the changes in population growth or shifts in population segments, but rather because greater emphasis is now being placed on the individual as opposed to the group. In this form of analysis, a person or group's attitudes and justification for various activities are weighted with greater emphasis than are the demographics of the person or group. For example, there may be vastly different reasons for a white, blue collar worker buying a certain product and those for his Black co-worker doing so. Factors pertaining to their attitudes and their use of leisure time, for example, may warrant two vastly different advertising campaigns. By the same token, these same life-style differences may dictate different ways to program for minority as opposed to white audiences.

Use of Ratings and Other Research Data by Public Broadcasting Stations

In an effort to determine the extent to which current research and measurement data are used, and for what purposes, a number of research-related questions were included in the Task Force Management Questionnaire. This questionnaire yielded the following information.

Of the 62 station managers reporting (40 television and 22 radio), only 22.6 per cent (14) indicated that they routinely use ratings for program decision-making. The remainder either do not use ratings 43 per cent (27) or use them irregularly 33.9 per cent (21). There is little difference found between television and radio station managers' use of rating services. Nearly half of all managers reporting, 43.5 per cent (27) indicated that no rating service was used. About 77.5 per cent

(31) of the television managers and 77.3 per cent (17) of the radio managers use rating services irregularly or not at all. Of those using a rating service, 77.3 per cent (15) of the radio stations use Arbitron, while 50 per cent (20) of the television stations use Nielsen.

A majority of the station managers 69 per cent (43) said they use systems other than ratings and community ascertainment to solicit viewer/listener opinions. All station managers indicated that telephone calls, letters and local surveys were the most frequently used alternative systems by which to assess viewer/listener preferences. Whether any of these systems were directed specifically at minority communities was not determined. Ascertainment is generally inclusive of minority interests and views; however, it is required only during license renewal periods—once every three years. As a result, information gathered from minority communities during this process may not be utilized on a continuous basis, particularly insofar as program decision-making is concerned. On the other hand, local research projects, logging telephone calls and letters, and so forth, are listener/viewer feedback mechanisms which are traditionally not used by minority communities. Thus, the development of alternative systems to generate feedback to public broadcast program offerings from minorities and to assess the availability of public broadcast programming which serves minority communities is essential.

The station managers' primary use of ratings was to make program scheduling decisions. Program content and program cancellation were, respectively, the second and third most common decisions based on ratings. When these findings are compared with traditional under-counts of minority groups by rating services, one can easily understand that minority-targeted programs automatically have two strikes against them—limited target audience participation in the rating samples, and, therefore, limited ability to be placed in traditionally high viewer/listener consumption periods.

Public broadcast managers' attitudes toward ascertainment requirements for non-commercial stations differ. However, half of the radio managers surveyed (11) perceive the public broadcast ascertainment requirements as being "less stringent" than are those for commercial broadcasting, while 27.5 per cent (11) of the 40 television managers gave this response. (As a matter of fact, the ascertainment requirements are the same for both public and commercial broadcasting.)

In terms of what the managers would prefer in public broadcast ascertainment rules, six (27.3 per cent) of the radio managers and 22 (57.9 per cent) of the television managers said they believe that ascertainment should be the same for both public and commercial broadcasting. An equal number said public broadcast ascertainment requirements should be "more stringent" than those for commercial broadcasting. Ten (45 per cent) of the radio managers and 14 (35 per cent) of the television managers said they believe public broadcast ascertainment rules should be "less stringent" than commercial broadcast ascertainment rules. Twenty eight (46.7 per cent) of the television and radio station managers said they believe that the present ascertainment system for commercial and public broadcasting should be maintained.

RECOMMENDATIONS— AUDIENCE RESEARCH

The above narrative described in detail the various methodological approaches to minority audience research. The following recommendations will provide existing or emerging research organizations with the thinking of the Task Force on how effective minority audience research and research policy should be conducted and supported.

The Task Force recommends that:

1. Strategies be implemented to collect and apply specialized minority research data that can be used in decisions regarding the type of minority programming to be produced and broadcast, its content and promotion.

2. In all research projects from which inferences about minority audiences are to be made, the percentage of minorities used in the audience research samples and resulting actual response rates accurately reflect the minority population of the target community. For example, a project with national impact should reflect the following sample and response rate percentages of minorities—Black 11 per cent, Hispanic four per cent, Asian six per cent (including Chinese, Japanese and Filipino) and other racial/ethnic groups 1.4 per cent (including American Indian, Alaskan Native and Pacific Islander).

3. The number and percentage of minority participants (researchers and respondents) in program and audience research efforts (pilot testing or summative research) be proportionate to their presence in the local or national population, depending on whether the research is of local or national impact.

4. Program content and scheduling decisions be based on accurate and statistically-sound minority audience research.

5. Funds be allocated by the national public broadcasting organizations—CPB, NPR and PBS—specifically for minority audience research, since existing research methods have proven inadequate.

6. Professionally-trained minority personnel be used by persons or organizations engaged in conducting minority audience research to improve the response rate and validity of findings regarding minority populations.

7. Ascertainment in public broadcasting continue to be at least as stringent as that for commercial broadcasting.

8. The ascertainment process of all public broadcast licensees be conducted in a manner which truly assesses the programming needs, problems and interests of minority audiences.

IMPLEMENTATION STRATEGIES

1. The Corporation for Public Broadcasting (CPB) and its Office of Communications Research (OCR) should be a repository for data (demographic, psychographic and media usage) relevant to minority publics. The OCR should disseminate to all public broadcast licensees a bi-annual listing of available minority research holdings.

2. All research contracts from the public broadcasting industry (national, regional and local public broadcast entities), particularly those that will result in inferences being made about minority audiences, should contain a statement which specifies the requirement that the contractor will adhere to the criterion of proportionate minority representation. Where this condition does not exist and the result is that minorities are inaccurately represented, this inaccuracy should be clearly stated and justified. In addition, the researcher should indicate in each case what special provisions were devised to increase minority participation in the research effort.

3. Persons or organizations letting contracts to conduct audience research should require that the percentage of minority researchers as well as that of minority respondents be proportionate to the local or national population, depending on whether the research is of local or national impact.

4. Persons or organizations conducting audience research should do special studies to augment existing research data to improve the effectiveness of minority program decision-making regarding content, format, time placement and ability to generate larger minority and general audiences.

5. Research budgets within the national public broadcasting industry (CPB, PBS and NPR) should include a line item designated specifically for minority audience research.

6. Research studies (field research, samples, pools and so forth) should combine both demographic (sex, race and age) and psychographic (life-style) data, as well as media usage data, affecting minority audiences on both local and national bases, to improve the ability of programs to reach and affect those target audiences for whom they were created.

7. The ascertainment plan of all public broadcast licensees should be prepared and executed with the participation of the licensee's program planners, fund-raisers and volunteer developers. The CPB Office of Communications Research should become a central clearinghouse for methodologies and findings of all station ascertainment procedures so that various ascertainment models may be developed as a resource for stations.

8. The CPB Office of Communications Research should develop (or cause to be developed) a new audience research and measurement system which would reflect and incorporate the recommendations of the Task Force on Minorities in Public Broadcasting.

9. In awarding contracts for minority audience research, the public broadcast industry should give preference to minority-owned research organizations and/or minority contractors.

10. Where there are research components in the public broadcasting industry, minorities with expertise in research should be employed.

FOOTNOTES

[1] A.C. Nielsen Co., *TV Audiences: 1977*, (New York: A.C. Nielsen, 1977), pp. 60-64.

[2] Arbitron Television, "The Minority Audience: A Television Resource," preface, undated.

[3] Target Group Index Annual Survey 1977, Ixiom Market Research Bureau, Inc., New York.

[4] G.J. Glasser and G.D. Metzger "National Estimates of Non-Listed Telephone Households and their Characteristics," *Journal of Marketing Research*, (March 13, 1974).

[5] Dr. Howard Myrick, Associate Director of Research, Corporation for Public Broadcasting, "Surveying Ethnic Audiences," paper presented at NAEB's 53rd Annual Convention, November 14, 1971, Washington, D.C., p. 9.

[6] "Life Style: Does it Fit the Media Plan?" *Media Decisions*, January, 1976, Vol. 13, No. 1.

Appendices

The following appendices were produced as part of the original task force research for the *Formula for Change*. Copies can be obtained by writing to Corporation for Public Broadcasting, Office of Human Resources Development, 1111 Sixteenth Street, N.W. Washington, D.C. 20036.

Appendices:

A. Methodology of the Task Force Investigation
B. Biographical Sketches of the Task Force Members
C. Research Design
D. CPB Job Categories
E. Trainee Suggestions for Improving the CPB Minority Training Grant Program
F. Cities with 20 per cent or More Minority Populations
G. Cities with 30 per cent or More Minority Populations